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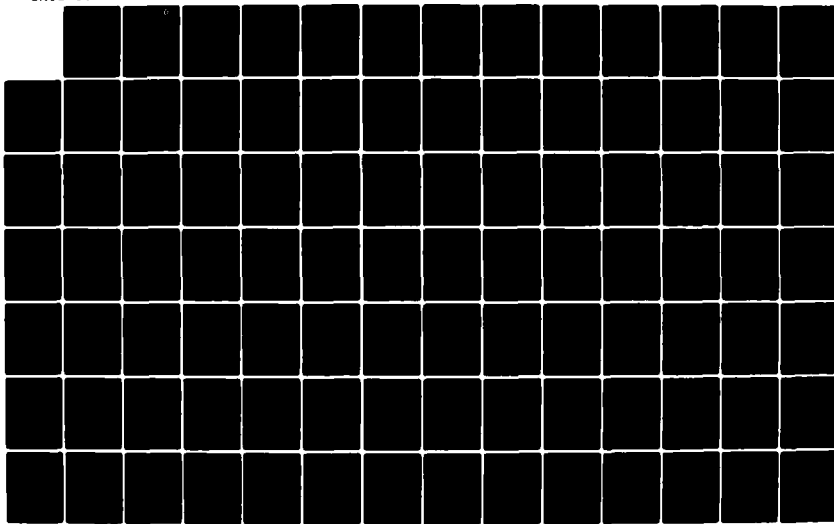
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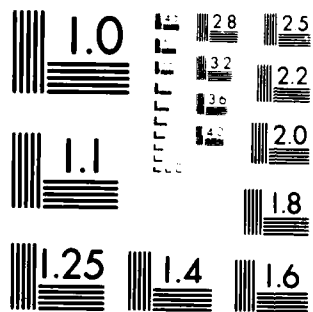
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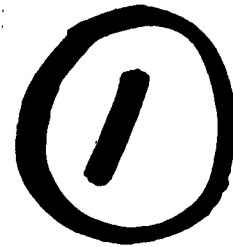
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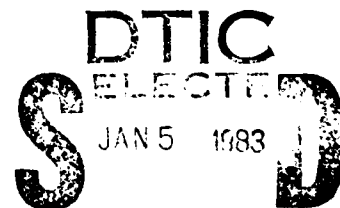
ARMY PUBLIC SERVICE ADVERTISING

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December 1982

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A Thesis Submitted to California State University, Fresno  
In Partial Fulfillment of the Requirements for the Degree  
of Master of Arts in Mass Communication (Electronic Media).



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20. ABSTRACT (Continue on reverse side if necessary and identify by block number)  <b>Study includes investigation of public service advertising pro- grams among California Army components and a mailed-question- naire survey of California broadcasters. Purpose was to ascer- tain current status of public service advertising efforts of Army components and to balance those findings with results of the statewide broadcasting survey. Overall objective of the research was to determine whether public service advertising</b>		

was being used to accomplish Army publicity goals.

Results of the investigation show each component plans, produces, and distributes its messages independently of the others. Only the National Guard, banned from using paid advertising, conducts an effective, comprehensive public service advertising program. Program managers preferred announcements over continuing-series public service programs. Station program managers of AM and FM and television were about evenly distributed in preferring local, general, or combination focus messages.

Also, program managers tended to view the Army components favorably as non-profit organizations entitled to free air time. Personal contact of Army representatives with station program managers appeared to have a minimal effect on whether a station aired Army public service advertisements, as did current military affiliation of station employees. Expanded research proposals and recommendations for improving existing Army component public service operations are offered.

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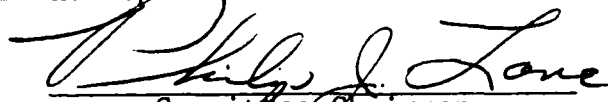
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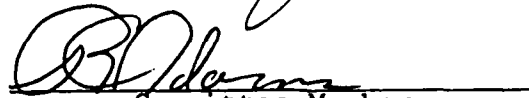
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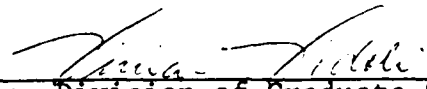
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## Chapter 1

### INTRODUCTION

The United States Congress has specifically directed the secretaries of the military departments to "conduct intensive campaigns to obtain enlistments in the Regular Army, Regular Navy, Regular Air Force, Regular Marine Corps, and Regular Coast Guard."<sup>1</sup> One of the sponsors of the bill concluded that in order to achieve its objectives "all available media of publicity will be employed."<sup>2</sup>

The objectives of military publicity are: (1) to create an awareness of the military as a career; (2) to improve attitudes of youth, and those who exercise an influence over youth, toward the military; (3) to identify specific individuals who would be interested in a military career; and (4) to maintain or improve the prospective service image.<sup>3</sup>

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<sup>1</sup>Section 502 of Title 10, United States Codes.

<sup>2</sup>U.S., Congress, House, Committee on Interstate and Foreign Commerce, Expenditure of Public Funds for Broadcast Advertising, Hearing, 92nd Cong., 1st Sess., February 4, 1971 (Washington, D.C.: Government Printing Office, 1971), p. 56.

<sup>3</sup>U.S., General Accounting Office, "Advertising for Military Recruiting: How Effective Is It?" March 29, 1976 (FPCD-76-168), p. 2.

Military publicity consisted largely of contract (paid) print and public service (free) radio and television advertising until late 1976, at which time Congress authorized the purchase of broadcast time by the Armed Forces. This right had been previously denied on the grounds that the publicly licensed broadcast industry had an obligation to offer the military free public service advertising. Congress had felt that buying broadcast time to advertise would only discourage justly deserved free time. The Army, in concert with the other services, assured Congress that would not occur and continued to request from appropriations committees the right to purchase advertising on radio and television. The services commissioned a number of studies to support their contentions.<sup>4</sup>

The Department of Defense was able to convince Congress that, to meet the additional manpower requirements mandated by the All-Volunteer Force concept, the separate branches should be allowed contract broadcast advertising. Congress finally succumbed to the pressure. The military was granted the right to promote its "products" alongside toothpastes, designer jeans, and automobiles, sandwiched between "Nightly News" and "Barney Miller."

The largest portion of the Defense Department's \$100 million advertising budget goes to the Army, which

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<sup>4</sup>The most notable study was conducted by R. E. Schucker, "A Media Mix Test of Paid Radio Advertising for Armed Services," Report to the Department of Defense by J. Walter Thompson and Company, Washington, D.C., July 1976.

budgeted \$32 million for media advertising in fiscal year 1982.<sup>5</sup> Army publicity campaign costs have quadrupled since 1974, and yet recruit accessions can seldom be traced directly back to advertising. This situation has prompted more than one appropriations committee to advocate a return to solicitation of free public service advertising.<sup>6</sup>

This study examines the role of public service advertising as it applies to the U.S. Army public relations, publicity, and recruiting efforts. Terms are used and defined in different ways by different government agencies. Such words as "public information," "public affairs," "advertising," and "campaign" do not have common definitions. Consequently, government bureaucrats use the same term to mean different activities, and different terms to connote similar activities.<sup>7</sup> The Federal Communications Commission (FCC) defines a public service advertisement (PSA) as:

Any announcement (including network) for which no charge is made and which promotes programs, activities, or services of federal, state, or local governments (e.g., recruiting, sales of bonds, etc.), or the programs, activities, or services of non-profit organizations (e.g., UGF, Red Cross blood donations, etc.), and other announcements regarded as serving community interests,

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<sup>5</sup>Fred Gardner, "Squeeze on Federal Ad Budgets," Marketing and Media Decisions, January 1982, p. 63.

<sup>6</sup>U.S., General Accounting Office, "Advertising for Military Recruiting," p. 10.

<sup>7</sup>Dean L. Yarwood and Benjamin E. Enis, "Advertising and Publicity in the Executive Branch of the National Government: Hustling or Helping the People?" Public Administration Review, 7:39, Fall 1981.



excluding time signals, routine weather announcements, and promotional announcements.<sup>8</sup>

The broadcast industry adheres to a more parsimonious definition: "PSAs are considered to be non-commercial (unpaid) messages aired at the broadcaster's discretion."<sup>9</sup> The present study will utilize a definition based upon applicable portions of the FCC's and broadcaster's definitions: Public Service Advertisements (PSAs) are messages which promote U.S. Army publicity and recruiting objectives, programs, activities, or services for which no charge is made and which are aired at the broadcaster's discretion.

#### Purpose of the Study

The purpose of this study was to assess the viability of public service advertising as a complement to the U.S. Army publicity effort. The goal of the study was to ascertain whether or not maximum benefit is being derived from public service advertising as it applies to the publicity, advertising, and public affairs programs of the Army components represented in California. The components to be investigated are: the Active/Regular Army, the Army Reserve, the Reserve Officer Training Corps (ROTC), and

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<sup>8</sup>U.S., Congress, House, p. 8.

<sup>9</sup>Gerhard J. Hanneman, William J. McEwen, and Sharon A. Ceyne, "Public Service Advertising on Television," Journal of Broadcasting, 17:387, Fall 1973.

the California National Guard (CNG).

A part of the study, utilizing a survey as the primary data-gathering instrument, was undertaken to complement the descriptive analysis of the Army component programs. California radio and television stations were selected by random number generation. They were surveyed to determine their willingness to air Army PSAs, preferences in production style, station format, policies, size, and community impact. A main objective of this study was to present recommendations for greater planning, production, and distribution of public service advertisements among the Army components.

Advertising is viewed by some Army agencies as the crucial means of attracting prospective recruits and creating an overall favorable image. Many within the research and recruiting community, however, attribute the current Army manpower successes and improved image more to a depressed economy and consequent unemployment than to advertising.<sup>10</sup> Researchers, conceding that many variables interact simultaneously in dealing with recruit accessions, nevertheless point out the close correlation of unemployment

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<sup>10</sup>Opinions expressed by Captain James Driever, Commander, 222nd Public Affairs Detachment, in telephone interview, Los Angeles, California, June 22, 1982; and by Major William Fortier, Recruiting and Retention Manager, Central District, CNG, Sacramento, California, June 24, 1982.

and Army recruit statistics.<sup>11</sup> As the national unemployment percentage has risen, so has the number of Army recruit accessions.

A landmark study was conducted by the General Accounting Office shortly after Congress authorized the Armed Forces to purchase radio and television advertising time. The study concluded that "the total number of potential recruits was not expanded, although the advertising campaigns were greatly expanded from 1970 through 1974."<sup>12</sup> The report also described the ability of advertising to affect existing attitudes:

An analysis of studies done for and by the services and the Office of the Secretary of Defense showed that attitudes toward the military had changed little in a four-year period (while paid print and test broadcast advertising was in effect).<sup>13</sup>

The purpose of this study was not to conduct an in-depth comparison of paid versus public service advertising, but rather to provide base data from which future studies may be undertaken. This investigation sought to determine the current status of Army public service advertising within the State of California, and to balance those findings with the results of a statewide survey of

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<sup>11</sup>Tom Philpott, "Formula Links Economy, Recruiting," Army Times, October 4, 1982, pp. 4, 50.

<sup>12</sup>U.S., General Accounting Office, "Advertising for Military Recruiting," p. 1.

<sup>13</sup>U.S., General Accounting Office, "Advertising for Military Recruiting," p. 10.

radio and television station program managers.

The findings arising out of the comparison between the analysis of the Army components' public service operations and the results of the survey will contribute to an overall evaluation of this form of communication. The large population and number of radio and television stations in California make the state a suitable test market. The findings should, if taken in proper context, be applicable to other military public service operations in the continental United States.

#### Background

Advertising activities that promote proprietary functions of the federal bureaucracy date from the dawn of the Republic. As early as 1792, a statute required that openings for star mail routes be advertised in one or more newspapers for at least six weeks prior to awarding of contracts.<sup>14</sup>

Perhaps the true precursor of modern government advertising and publicity activities was the dissemination of agricultural information to a largely rural population. This began as early as the 1830s, when agriculture program headquarters were located in the U.S. Patent Office.<sup>15</sup> When

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<sup>14</sup>U.S., General Accounting Office, "Use of Formal Advertising for Government Procurement Can, and Should, be Improved," August 14, 1973 (B-176418), p. 45.

<sup>15</sup>Yarwood and Enis, p. 38.

Agriculture became a separate department in 1862, its enabling statute enjoined it to publicize "information on subjects connected with agriculture in the most general and comprehensive sense of the word."<sup>16</sup> Early public relations activities included agricultural news releases, bulletins, and monthly reports. Later, motion pictures, exhibits, and other forms of publicity were added.

Government publicity activities reached new heights during the New Deal era. Agencies with extensive publicity programs included the Tennessee Valley Authority (TVA), Works Progress Administration (WPA), National Recovery Act (NRA), the Social Security Board, and the Departments of Agriculture and Interior. Today, the role of publicity and advertising in government operations remains significant.<sup>17</sup>

Before discussing specific military publicity areas, a point of clarification must be made. An Act of Congress dated October 22, 1913,<sup>18</sup> prohibits the government from employing public relations professionals to function in that capacity. Because of this rather shortsighted law, the military masks its public relations personnel, as do other government agencies, with the title "public affairs." The term, as commonly used, designates a broader responsibility

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<sup>16</sup>T. Swan Harding, "Genesis of One Government Propaganda Mill," Public Opinion Quarterly, 7:227, Summer 1947.

<sup>17</sup>Yarwood and Enis, p. 38.

<sup>18</sup>United States Statutes-at-Large, 38:208, October 22, 1913.

than public information, which is usually publicity, dispensing information, or soliciting broadcast time. Military public affairs officers often have broad public relations duties, with responsibility for all facets of internal and external public relations.<sup>19</sup>

As might be expected, public affairs expenditures by the Department of Defense (DOD) exceed those of all other departments. Each year, the federal government spends more than 26 cents of every dollar on the DOD, and similar expenditures are anticipated in the foreseeable future.<sup>20</sup>

If taxpayers are to be persuaded to pay heavy taxes for armaments and young people are to be persuaded to volunteer for military duty, it is necessary that the armed forces win public understanding of their mission. This is an advertising and public relations task of gigantic proportions.<sup>21</sup> In the words of the late General Omar Bradley: "No organization so directly concerned with the public interest can hope to escape the effects of popular opinion, nor can personnel do their best work without the adequate knowledge of where they fit in."<sup>22</sup>

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<sup>19</sup>Doug Newsom and Alan Scott, This is PR/The Realities of Public Relations, 2d ed. (Belmont, Calif.: Wadsworth Publishing Company, 1981), p. 7.

<sup>20</sup>Scott M. Cutlip and Allen H. Center, Effective Public Relations, 5th ed. (Englewood Cliffs, N.J.: Prentice-Hall, 1982), p. 511.

<sup>21</sup>Cutlip and Center, p. 512.

<sup>22</sup>Cutlip and Center, p. 512.

Areas of responsibility for public affairs and recruiting are interwoven making any discussion of one impractical without including the other. Although public affairs usually denotes information directed at the public, a press conference or interview on a local television station can have a direct impact on the recruiting mission. Conversely, a recruiting advertisement aired on a station may become the subject of a reporter's question during a public affairs-sponsored press conference.

The headquarters of the two primary organizations responsible for public service advertising are the Office of the Chief of Public Affairs and the Army Recruiting Command. Since the close of the Vietnam conflict and the initiation of the All-Volunteer Army, the two commands have become critical public information outlets. The unpopularity of the Vietnam conflict intensified the need for a sensitive understanding of public opinion and youth attitudes. Thus, the military's publicity and advertising tasks have become more difficult at a time when the United States military budget totals more than one billion dollars and other pressing societal needs go unmet.

Dissent and dissatisfaction born of the Vietnam conflict left a bitter legacy, both inside and outside the armed forces. The acrimonious fight against the Safeguard anti-ballistic missile system, revelations of faulty weapons, recurring charges of cost overruns, and fears of the "military-industrial complex" are examples of problems

facing military public relations and advertising practitioners.<sup>23</sup>

Public service advertising was the mainstay of military publicity campaigns until 1976. Government committees had been hesitant until then to allow the military to purchase radio and television time. The committees feared a "Big Brother" situation could develop--one in which government agencies could exercise undue control over the policies of broadcasters.<sup>24</sup>

As the Vietnam conflict drew to an agonizing close, the Army was faced with recruiting enough young men to fill positions occupied previously by an unlimited flow of draftees. As the concept of an All-Volunteer Army had been presented and readily accepted by Congress, the manpower to meet the Army's worldwide commitments would no longer be provided by the draft. The Army found itself competing with civilian corporations for the high school graduate between the ages of 17 and 26.

To counter the increased competition, the Army turned to paid advertising as the answer. To provide substantive data to support its contention, the Army conducted a special paid television and radio test between March 1 and May 31, 1971, for the purpose of determining the effectiveness of paid advertising, because the Army believed

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<sup>23</sup>Cutlip and Center, p. 513.

<sup>24</sup>U.S., Congress, House, p. 57.



public service advertisements (PSAs) would not be adequate to meet its increased recruiting objectives.<sup>25</sup> The Stanford Research Institute was engaged to evaluate the effectiveness of the Army's special broadcast-media test program. Although the Stanford report generally favored paid advertising as a primary recruiting instrument, it did not convince Congress. Concerning the test, the Committee on the Armed Services, House of Representatives, in a Special Subcommittee Report on Recruiting and Retention of Military Personnel, reported in May 1972:

that public service recruiting advertising often missed the age group at which it was aimed. Due to the loss of advertising revenue, stations rarely aired military recruitment commercials as a public service during prime time. However, we found no evidence of a sufficient increase in enlistment as a result of the paid advertising program to justify the costs involved.<sup>26</sup>

As a result of the Congressional stance, the fiscal year 1972 Department of Defense appropriations bill barred the use of funds for paid broadcast advertising. Although this provision applied only to fiscal year 1972 funds, the Department of Defense continued the policy of no paid broadcast advertising until May 1975, when the Army began another paid broadcast test. The results of this test, in concert with the other military services, persuaded Congress

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<sup>25</sup>U.S., General Accounting Office, "Advertising for Military Recruiting," p. 10.

<sup>26</sup>U.S., General Accounting Office, "Advertising for Military Recruiting," p. 10.

to authorize paid advertising for the Armed Forces in late 1976.

While the Army and other services believed public service advertising was unacceptable as a primary targeting instrument, the Comptroller General, in evaluating the effectiveness of military recruiting, noted that little research had been conducted to ascertain the effectiveness of public service advertising.<sup>27</sup>

#### Research Review

Research literature concerning public service advertising, until the past few years, was virtually non-existent. This lack reflects, perhaps, the lesser importance of this communication area to researchers and broadcasters. However, an increase in license renewal challenges based on public service performance suggests underestimation by broadcasters of public interpretation of what constitutes "public service commitment."<sup>28</sup> Most of the studies reviewed dealt more with practical than with theoretical aspects of public service advertising.

Studies reported in 1973, by Hanneman and McEwen, provide insight into public service advertising as a valid advertising technique, and presented heuristic incentives

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<sup>27</sup>U.S., General Accounting Office. "Advertising for Military Recruiting," p. 10.

<sup>28</sup>Hanneman et al., p. 387.

for further studies. The first of a series of studies began with a content analysis of anti-drug appeals telecast during a two-week period in 1971.<sup>29</sup> The data indicated that the "shot-gun" type dissemination of PSAs may not be the most effective method for gaining maximum air play. The study also provided evidence that most message appeals occurred during times of typically lower audience attendance, suggesting an inverse relation between commercial time cost and number of anti-drug abuse announcements telecast.<sup>30</sup>

A follow-on study, reported in the Journal of Broadcasting,<sup>31</sup> examined time and topic distribution of televised public service announcements. The goal of Hanneman et al. in the second study was to analyze how "social problem" public service advertising (concerning alcoholism, venereal disease, etc.) was treated in regard to other public service and commercial advertisements. Their findings are applicable to military public service announcements as well as those by civilian organizations. Production quality of PSAs was found to be a major factor in whether or not the messages would be aired.

Producers of public service messages must be encouraged to upgrade the quality of their production efforts, to make televised announcements at least equivalent in

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<sup>29</sup>Gerhard J. Hanneman and William J. McEwen, "Televised Drug Appeals: A Content Analysis," Journalism Quarterly, 7:24-33, Summer 1973.

<sup>30</sup>Hanneman and McEwen, p. 26.

<sup>31</sup>Hanneman et al., pp. 387-404.

product to the better commercial advertisements where the problems involved are certainly no more compelling.<sup>32</sup>

Kitaeff, a communications specialist and expert on public service advertising, wrote a report for the Public Relations Journal in 1975.<sup>33</sup> Her intent was to highlight benefits of public service advertising, comparing them to the benefits of paid advertising. Kitaeff concluded that public service announcements yield the greatest social effectiveness in terms of dollars spent,<sup>34</sup> and wrote that public service messages, to be effective, must be of high production quality, provide valuable information to the public, and be placed by a professional distribution service with experience in public service message placement.<sup>35</sup>

Toran, supported by a grant from the National Association of Broadcasters, studied the handling and use of public service announcements on radio.<sup>36</sup> The study included a 223-station survey which elicited a 68 percent response rate. Toran found that radio was a fertile medium for public service announcements and that stations were

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<sup>32</sup>Hanneman et al., p. 403.

<sup>33</sup>Adrienne Kitaeff, "Public Service Television Spots: Avenue for Social Responsibility," Public Relations Journal, 31:10-11, December 1975.

<sup>34</sup>Kitaeff, p. 20.

<sup>35</sup>Kitaeff, p. 11.

<sup>36</sup>William B. Toran, "Radio: Fertile Ground for Non-Profit Public Service Spots," Public Relations Journal, 35:24-25, August 1977.

generally willing to help organizations air their messages.<sup>37</sup> Again, the poor production quality of public service announcements was cited as a common complaint.

Another problem area noted was format of the announcement. Program directors responding to the survey labeled many announcements as unsuitable for radio. This complaint was noted by more than 50 percent of the stations which responded. Approximately 35 percent of the respondents cited as deficiencies such things as "poor style wording," "inappropriate format," "timing off," and "not received far enough in advance." Nearly 30 percent of the respondents objected to "poor pre-recorded quality."<sup>38</sup> Toran's comment that several respondents wrote strongly worded statements decrying organizations which seek free air time while taking out paid space in the print media is particularly relevant to a study of Army public service advertising.

Smith and Rabin verified Toran's findings in a 1978 study in which 250 radio stations were surveyed.<sup>39</sup> Of interest is their conclusion that the Army's venture into paid media advertising had an apparently negative impact.<sup>40</sup>

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<sup>37</sup>Toran, p. 24.

<sup>38</sup>Toran, p. 25.

<sup>39</sup>Donald R. Smith and Kenneth H. Rabin, "What Broadcasters Want in Public Service Spots," Public Relations Review, 4:33, Winter 1978.

<sup>40</sup>Smith and Rabin, p. 33.

Smith and Rabin's findings of negative broadcaster bias toward Army public service advertising requests are significant and tend to belie undocumented assertions to the contrary by numerous individuals who testified before Congressional committees.

Representatives of the Army, its advertising agency, N. W. Ayer, and the Federal Communications Commission assured these committees that broadcasters would continue airing Army PSAs after paid advertising was approved.<sup>41</sup> Smith and Rabin, however, offered a different perspective: "In deciding what your organization's policy toward paid media will be, remember that a decision to buy time or space once is likely to have long-run consequences."<sup>42</sup>

Rabin, in an article concerning government public information officers, wrote of the need for government agencies to properly identify their audience prior to a communications campaign,<sup>43</sup> and stressed that the proverbial "middle America" general audience will be identified more and more as a consumer public. Government will be called upon to gain and use direct feedback from citizen participation in adjusting its messages and media. Rabin stressed that "courage and faith should be translated into quality

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<sup>41</sup>U.S., Congress, House, p. 143.

<sup>42</sup>Smith and Rabin, p. 36.

<sup>43</sup>Kenneth H. Rabin, "The Government PIO in the '80s," Public Relations Journal, 35:23, December 1979.

of thought and production and distribution in even the simplest service message or tape/slide show."<sup>44</sup>

Presenting what he called the "10 Commandments of Public Service Announcements," Kowal asserted that service agency personnel responsible for public service announcements usually lack media experience and understanding.<sup>45</sup> Often, organizational tunnel vision has created messages which are important only to that organization and are not interesting, persuasive, or informative. Kowal wrote that a staff member is usually assigned to develop a PSA as an extra duty.<sup>46</sup> Both Kowal and an anonymous author of a similar article in Association Management<sup>47</sup> agree that making a successful PSA requires resources. One must commit the necessary time to the entire process and have a staff with creative talent and necessary training, they said.<sup>48</sup>

An article in Marketing and Media Decisions<sup>49</sup> offered a brief synopsis of military recruitment advertising through 1980. Of particular note is a portion of the

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<sup>44</sup>Rabin, p. 23.

<sup>45</sup>John Paul Kowal, "10 Commandments of Public Service Announcements," Public Relations Journal, 36:46, January 1980.

<sup>46</sup>Kowal, p. 47.

<sup>47</sup>"How to Get Your Message Out to Where the Grass Roots Grow," Association Management, March 1980, pp. 48-53.

<sup>48</sup>Kowal, p. 47.

<sup>49</sup>"The Military Closes Ranks," Media and Marketing Decisions, February 1980, pp. 144-148.

summary covering 1973-1976 regarding public service advertising.

Subsequent studies showed Congress that paid commercials not only improved the effectiveness of recruitment overall, but also improved broadcaster willingness to air public service ads--previously provided inconsistently and in less desirable time slots.<sup>50</sup>

This information is both inconsistent with previously referenced studies and is unverifiable. The article detailed how the Department of Defense launched an advertising campaign in which it economically grouped all branches of the military under one recruiting theme.

The public owns the air waves--Congress formally declared that in the Communications Act of 1934. Broadcast organizations are given temporary licenses to use those public air waves, providing they also serve the public interest. James Hulbert points out that, contrary to popular opinion, there is no specific requirement that a licensed station devote a given percentage of air time to public service.<sup>51</sup> Until 1980, it mattered little whether a station aired a minimum of public service, a great deal, or none at all. In license renewal proceedings and in occasional adjudication of rival claims to a license, public service activities counted for little in particular.<sup>52</sup>

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<sup>50</sup>"The Military Closes Ranks," p. 73.

<sup>51</sup>Cited in John J. McKeon, "It's Not Impossible to Get Free Air Time: Just a Lot of Work," Association Management, August 1981, p. 98.

<sup>52</sup>McKeon, p. 98.



Then, in 1980, the Federal Communications Commission adopted new rules giving credit to stations with public service broadcasting.<sup>53</sup> A station can now point to the amount of public service broadcasting it carried as proof of public service. That proof, in turn, strengthens the case for license renewal.

As McKeon pointed out, broadcast stations have numerous PSAs from which to choose. The critical factor in selection by broadcasters is the lack of controversy in the message.<sup>54</sup> As previously mentioned, Hulbert, senior vice president for broadcasting at the National Association of Broadcasters, reported that controversial material in public service advertising invites imposition of the Fairness Doctrine concerning presentation of opposing viewpoints. As the typical program director receives between eighty and one hundred PSAs a week, there is not enough time to research the legal implications of questionable PSAs.<sup>55</sup>

Goodman conducted a survey of 700 television stations to ascertain program director preference in public service announcement messages. His results supported research reported previously and offered new data regarding message design, relevance of message to community, sponsor

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<sup>53</sup>McKeon, p. 98.

<sup>54</sup>McKeon, p. 98.

<sup>55</sup>Cited in McKeon, p. 96.

reputation, length of PSAs, and the timing of submissions.<sup>56</sup>

A point of relevance to Army public service advertising was program director agreement that national defense was low in terms of expressed importance to the station, ranking tenth out of eleven choices, barely topping "aid to developing nations."<sup>57</sup> Preferred PSA length was found to be thirty seconds, followed by a wide margin by twenty-second, then sixty-second spots. Goodman obtained data from public service directors of the respondent stations, as they are important gatekeepers, stating:

Frequently, stations are willing, able, and even anxious to assist the local organizations in everything from complete production to adding local tags to spots produced by the national organization. On the other hand, others insist that the PSA must arrive ready to go on the air.<sup>58</sup>

Turrow and Park, providing one of the few systematic analyses of the nature and social role of information and interview programs,<sup>59</sup> contended these programs offer an important publicity outlet for an organization seeking an appropriate means of communicating a point of view. Such programs could represent great potential for military

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<sup>56</sup>R. Irwin Goodman, "Selecting Public Service Announcements for Television," Public Relations Review, 7:27-29, Fall 1981.

<sup>57</sup>Goodman, p. 28.

<sup>58</sup>Goodman, p. 31.

<sup>59</sup>Joseph Turow and Ceritta Park, "TV Publicity Outlets: A Preliminary Investigation," Public Relations Review, 17:15-24, Fall 1981.

publicists who are ever searching for economical forums through which to communicate Army viewpoints. The majority of interview and information programs are produced and telecast on a local basis.

Yarwood and Enis, faculty members at University of Missouri-Columbia, undertook a definitive investigation of advertising and publicity programs of the executive branch of the federal government. They found that current publicity and advertising programs appear broadbased and well supported. They noted that the most significant developments recently in government publicity programs are the amount and extensiveness of contract (paid) advertising.<sup>60</sup> The research questioned the military's decision to rely heavily on paid broadcast advertising and contended that the drive to build an All-Volunteer military force requires an "involvement continuum" of the consumer public.

That is, potential "consumers" are likely to hold very strong positive or negative feelings about this subject. It is extremely difficult for advertising and publicity to change such feelings, and therefore to affect "consumption" behavior.<sup>61</sup>

Government advertising and publicity often involve propaganda, as they appeal to the masses as well as to individuals.<sup>62</sup> The federal government, as the sole source

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<sup>60</sup>Yarwood and Enis, p. 44.

<sup>61</sup>Yarwood and Enis, p. 40.

<sup>62</sup>William Stephenson, The Play Theory of Mass Communication (Chicago: University of Chicago Press, 1967), pp. 33-35, 192-195.

of legitimate system-wide political control, occupies a prominent position in the marketplace of symbol manipulators. Government advertising and publicity efforts regularly use symbols which support social order and appeal to deeply held beliefs.<sup>63</sup> Thus, the Armed Services' television advertisement which urges youth to enlist also conveys the message it is patriotic to do so and that national security is at stake, according to Yarwood and Enis. The proliferation of government advertising and publicity poses significant questions for a democracy.

The basic questions are how the citizenry can be protected from deceptive government advertising, and how these programs can be reconciled with the assumption that in a democracy demands for public goods and services should originate with the people.<sup>64</sup>

This review of studies concerning public service advertising indicated the subject requires additional research. As a valid form of communication, public service advertising would appear to offer the military the most exposure at the lowest cost. As a recruiting instrument, however, PSAs lack targeting effectiveness. The case for contract advertising includes the ability to control the placement of the advertisement; e.g., during evening prime time hours on television, or morning or afternoon drive time for radio. Moreover, purchased advertising can be targeted to audiences for expected impact.

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<sup>63</sup>Yarwood and Enis, p. 42.

<sup>64</sup>Yarwood and Enis, p. 44.

Public service advertisements, in contrast, are run by the media at times or in spaces they choose. Since television prime time and radio drive time are most valuable, PSAs are generally not aired during those periods. The Army itself estimates no more than 4 to 8 percent of its PSAs are aired on prime television.<sup>65</sup> At an appropriations committee hearing, the Army reported that public service activity had only a "minimal impact" on targeted audiences.<sup>66</sup>

Conversely, the case against paid advertising is simple. First, PSAs are free, except for production and distribution costs. Further, the more the military pays for advertising, the less likely the Advertising Council and the media will donate their space and time. This situation was made clear when the Army experimented with paid radio and television advertising in 1971. As a result, several stations announced they would no longer air Army PSAs.<sup>67</sup> Finally, public service advertisements probably appear more legitimate to the audience because they lack "commercial" motivation.

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<sup>65</sup>The 4 percent figure is found in U.S., Congress, House, p. 39; the 8 percent figure is from U.S., General Accounting Office, "Advertising for Military Recruiting," p. 9.

<sup>66</sup>U.S., Congress, Senate, Committee on Appropriations, Hearings on the Department of Defense Appropriations for Fiscal Year 1978: Part 2, 95th Cong., 1st Sess., April 10, 1977 (Washington, D.C.: Government Printing Office, 1977), p. 141.

<sup>67</sup>Joseph L. Bowe, "Effective Public Management," Harvard Business Review, 55:131-140, March/April 1977.

Discussion of public service advertisements raises another question. Because the FCC does not require the reporting PSAs from logs of radio and television stations, there is no official way of ascertaining the value of Army public service messages. In recent years the military services have based estimates of public service advertising value on reports of the Broadcast Advertisers Reports, Inc., a private firm. The Army has no idea of the value of PSAs run prior to 1970.<sup>68</sup>

#### Research Questions

The research questions which this study will attempt to answer are:

1. How does each selected Army component plan, produce, distribute, and evaluate its public service advertisements?
2. How does each selected Army component control PSA distribution to insure a minimum of intracomponent and intercomponent duplication?
3. Does personal contact (face to face or by telephone) by Army personnel affect whether a station airs Army public service messages?
4. Does the number of station employees with prior or current military service affect how that station perceives

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<sup>68</sup>U.S., General Accounting Office, "Advertising for Military Recruiting," p. 7; and U.S., Congress, House, p. 47.

and utilizes Army public service materials?

5. Do program managers view the Army and/or selected components as nonprofit organizations entitled to free air time?

6. What are the types, sizes, formats, and policies of stations airing Army public service advertisements?

7. Given their preference, what types and formats of Army public service messages would stations choose?

#### Chapter Summary

The introductory chapter has presented the problem under study, purpose of the study, background, and review of the literature. The chapter ended with presentation of the research questions which will guide the methodology to be used and eventual outcome of the study. Chapter 2 will present the methodology of the study including: population under study, sampling method, data collection, description of sample, and method of analysis.

## Chapter 2

### METHODOLOGY

The methods of data retrieval and analysis were chosen to accomplish the exploratory objectives of this study. The objective of the research was to provide an initial data base on Army public service advertising. The research questions, presented earlier, dictated the methodology.

#### Population

The study population was divided into two major subpopulations: (1) Army components and (2) broadcast stations.

#### Army Components

The four Army components previously enumerated constitute the total Army presence in California. The Active/Regular Army components are represented by the following organizations:

1. The U.S. Army Recruiting Command (USAREC), with headquarters at Fort Sheridan, Illinois, operates four recruiting districts in California. These districts, in turn, serve as headquarters for area and local recruiting activities.



2. U.S. Army Forces Command (FORSCOM), with headquarters at Fort McPherson, Georgia, exercises ultimate control over continental United States Army units with combat-related missions. The main FORSCOM unit in California is the 7th Infantry Division at Fort Ord, which is a member of I Corps, with headquarters at Fort Lewis, Washington. Smaller units such as the 70th Ordnance Detachment in Los Angeles also operate under FORSCOM auspices.

3. U.S. Army Training and Doctrines Command (TRADOC), with headquarters at Fort Monroe, Virginia, exercises overall control of units, agencies, and posts primarily concerned with training. Major TRADOC representatives in California are the National Training Center, Fort Irwin, and twelve ROTC detachments at various locations. The ROTC, because of its impact on this study, will be examined in a separate section.

4. Office of the Chief of Public Affairs, Western Region, is located in Los Angeles and serves as the Army liaison to the civilian motion picture and film industry, on behalf of the Office of the Chief of Public Affairs in Washington, D.C. The office also performs direct public affairs Army activities throughout the state (e.g., Golden Knights Parachute Team demonstrations and Army Band appearances, etc.).

The Army Reserve component is primarily represented by the 6th U.S. Army, with headquarters at the Presidio of San Francisco. Individual reserve units, identified by

their headquarters as performing public service activities, are included in the component analysis as well.

The ROTC component in California is represented by the 4th ROTC Region, with headquarters at Fort Lewis, Washington. The majority of ROTC data were obtained from this source, although it should be noted that individual ROTC detachments at California colleges and universities are permitted considerable latitude in public service advertisement (PSA) planning, production, and distribution.

The California Army National Guard, funded and controlled by the state, has been included in the study's Army population, in keeping with the Department of Defense's "One-Army" concept, which allows federalization of state militias in times of national emergency. Although individual states maintain proprietary control over their militias, the National Guard Bureau administers the units for the Secretary of the Army--a system designed to assure unity of purpose, training, and equipment throughout the fifty states.

#### Radio and Television Stations

There were 544 licensed radio stations and 75 licensed television stations on the air in California as of December 1981. All AM and FM radio stations listed in the 1981 Broadcasting Yearbook were included in the study population. Television stations, whether network, independent, public broadcast, or cable, were included, as

identified in the 1981 Broadcasting Yearbook.<sup>1</sup>

### Sampling Method

A two-pronged sampling method was used to collect data regarding the Army components and broadcast station population.

### Army Components

Following the pyramid organization of Army components, a 100 percent census was conducted of all units in California. The Army population under study was analyzed by extensive personal telephone interviews and correspondence. Preliminary interviews had indicated possible problem areas; consequent interviews addressed those areas. Where possible, the investigation included examination of pertinent official documents. When appropriate, to protect component proprietary information, anonymity was granted to the interviewee. Chief representatives of the major Army components were contacted for assistance in the study and interviews were arranged.

### Radio and Television Stations

The radio and television study sample was selected, using a standard random-number generator computer package.

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<sup>1</sup>Sol Taishoff, ed., Broadcasting-Cable Yearbook 1981 (Washington, D.C.: Broadcasting Publications, 1981), pp. B90-B94, C19-C35.

Two lists, compilations of all identified California radio and television stations, were numbered from 1 to 544 and 1 to 75, respectively. Stations were selected for inclusion in the survey sample if their assigned number appeared in the random-number list generated by the program. The total sample included 206 radio stations and 34 television stations.

The survey instrument (see Appendix A), a questionnaire, was placed in an official California State University, Fresno, size 10 envelope. A two-page cover letter (see Appendix A) was addressed to program managers of the selected stations. The cover letter introduced the researcher, explained the study's objectives, and outlined the respondent's role in the process. A self-addressed, stamped, size 9 envelope was included in the packet to facilitate return.

On September 20, 1982, the survey instruments were mailed, urging the respondents to return the completed questionnaires no later than October 1, 1982. Eleven days were considered as a reasonable time period, taking into account mail delays and possible in-station routing.

### Data Collection

#### Army Components

The data from the Army components were derived primarily from personal interviews with component representatives. To insure a measure of consistency for analysis,

a formal list of interview questions was used (see Appendix B). Initial research questions pertaining to the Army components suggested the structure and direction of the interview questions. The list provided standardization but did not preclude elaboration during interviews. When time or distance made personal contact unfeasible, telephone interviews were substituted. Telephone conversations were tape-recorded with the approval of the interviewees and were later transcribed.

Requests for information, in the form of letter correspondence, were sent to component headquarters. Questions posed in the letters were similar in format and content to the interview questions. A response time of fourteen days from initial mailing was requested.

Department of the Army directives, policies, and other current written guidance to field commands were analyzed when relevant to the study.

#### Radio and Television Stations

The basic data collection instrument of the radio and television survey was the mail survey questionnaire, a light blue, 8 1/2" by 14" document. The instrument was folded to offer three pages of questions, plus a blank back page for additional comments, suggestions, or recommendations. The questionnaire was precoded to facilitate computer tabulation.

The survey consisted of two parts, the first featuring Yes/No responses, and the second providing multiple choice options. Both sections dealt with station demography, policy, and preferences regarding Army public service advertising. The questions were formulated on the basis of information garnered during preliminary interviews with Army component representatives and broadcast station program managers. In pretests, questionnaires required five minutes to complete--not an unreasonable amount of time to expect program managers to devote to their responses. Questions were constructed to provide maximum information without necessarily impinging on the program manager or station's self-image. Since the subject matter could have a direct impact on future station revenues, questions were constructed to avoid sensitive, overly subjective areas.

#### Description of Sample

##### Army Components

The analysis of Army components was approached in terms of the basic structure of military organizations. After establishing contact with the particular component headquarters, departments involved with public service-related activities were identified. The primary officer, senior noncommissioned officer, or Department of the Army civilian (DAC) responsible for public service advertising became the researcher's point of contact (POC). The POC was most often an officer in the grade of Captain or Major,

a noncommissioned officer in the grade of Sergeant First Class or Master Sergeant, or a DAC in the Civil Service grade of GS-10, 11, or 12. Appointments with the POCs were readily obtained, by virtue of the researcher's military affiliation.

#### Radio and Television Stations

The radio and television station field survey mail instruments were addressed to respective station program managers. This generic title was selected because of its applicability to both radio and television station management structures. As expected, stations which employed other job titles tended to route the survey to the pertinent persons. Statewide broadcast stations of all sizes and types were included in the sample population.

#### Method of Analysis

##### Army Components

The primary method of data retrieval was by personal interviews with Army component representatives. The method of analysis included investigation of interview results for similarities and differences.

Pertinent documents were investigated to ascertain their impact on component public service operations. Results of the component interviews were related to the initial research questions which entailed an evaluation of each component's public service advertising effort with

emphasis on how the components planned, produced, and distributed their messages.

#### Radio and Television Field Survey

The results of the field survey were tabulated and reported in percentages. Bi-variate analysis, using a standard program from the Statistical Package for the Social Sciences<sup>2</sup> was used to analyze selected cross-tabulations of items drawn from the questionnaire. A significance level of .05 was determined appropriate for the analytical purposes of the study.

#### Chapter Summary

Chapter 2 has presented the methodology which was used in the conduct of this study. The study population, sampling method, data collection, description of sample, and method of analysis were outlined. The next section of the study, Chapter 3, will be concerned with the actual data analysis commensurate with the research questions and methodology. Chapter 3 will address the analysis in two parts: the Army components and radio and television field survey.

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<sup>2</sup>Norman H. Nie and others, SPSS: Statistical Package for the Social Sciences, 2d ed. (New York: McGraw-Hill Book Company, 1975), p. 38.



## Chapter 3

### ANALYSIS OF THE DATA

This chapter is presented in two parts: analysis of the Army component public service operations, and analysis of the radio and television field survey. Data derived from Army component interviews constitute the major source of analysis for the first part of the chapter. Tabulation of the radio and television field survey results provides the data presented in the second part.

#### Army Component Public Service Operations

Analysis of information obtained from Army sources, including personal and telephone interviews and investigation of pertinent documents, will be presented under the applicable component heading.

#### Active/Regular Component

The Active Army organization most likely to utilize public service advertisements as a persuasive instrument is the United States Army Recruiting Command (USAREC). The mission of USAREC is to recruit qualified men and women for Army service. To accomplish this mission more easily, USAREC receives most of the \$32 million of the Army advertising budget. The Army's civilian advertising and

public relations agency, N. W. Ayer, administered the advertising budget commensurate with USAREC objectives, policies, and goals. N. W. Ayer field representatives are present in all USAREC recruiting headquarters and district commands. The mission of the field representative is to act as an advisor and media liaison with the district command groups regarding advertising support, public relations, marketing research, and analysis.<sup>1</sup> The N. W. Ayer field representative's Army counterpart is the Advertising and Sales Promotion (A&SP) position in each USAREC district command, a position usually filled by a Department of the Army civilian (DAC) in the Civil Service grade of GS 10, 11, or 12. The A&SP also performs a dual role as the command's public information officer.

Research indicates that, by and large, USAREC conducts little in the way of public service activities. Radio and television stations contracted to carry Army advertising at times offer "bonus" airings of Army commercials, and many district commands view these as public service advertising. Field representatives claim that "bonus" airings of Army advertisements are a determinant in deciding which stations will be contracted for Army campaigns. An N. W. Ayer account executive serving the

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<sup>1</sup>Statement made by Renee Martinez, N. W. Ayer Regional Account Executive, in an interview with the author, Sacramento, California, June 24, 1982.

San Francisco District Command explained: "If I were to buy fifty 30-second commercials on Radio Station [omitted] for a given time period, I would expect that station to give me a certain amount of free "bonus" spots."<sup>2</sup> Public service advertisements (PSAs) defined in this way are, in reality, commercials run as part of a paid campaign, the only difference being they are "free." They will not be considered PSAs for the purposes of this study. One district recruiting command reported that in the past six months its A&SP section produced and distributed more than fifty radio PSAs. The PSAs were thirty- and sixty-second spots, either scripted or tape recorded on cassettes. There appeared to be no consistent form of distribution, which was prompted by user request. This command proved to be the exception, for most relied totally on paid efforts.

The district commands serve as authorizing agents for area and local recruiters. If a particular broadcast station requests an Army recruiter for an interview, the recruiter must obtain clearance from the district command. There appeared to be no on-going solicitation of this type of media coverage, but rather an unwritten policy of reactive response. No records were available documenting the number of such interviews.

The public service advertisement operation of USAREC is almost nonexistent, despite apparent opportunity. One

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<sup>2</sup>Interview with Martinez.

public information officer said, "We have had public service directors contact us directly and ask for current material. We feel that, historically, it is a waste of time. We are usually tied up with other things."<sup>3</sup> USAREC uses the same commercials intended for contract advertising for its public service outlets. Many broadcasters are nettled by this policy. Many of the verbatim respondent comments concerned the tendency of Active Army components to buy time on one station while requesting free time on another. Broadcasters indicated this procedure was particularly annoying and led to Army PSAs being discarded in favor of others from non-profit organizations (see Appendix C).

USAREC districts report that broadcasters are generally willing to work with their representatives as long as requests for public service air time are integrated into a paid campaign. District representatives agreed that rural area stations and urban stations with news/talk formats are most receptive to requests for other than paid air time. All district personnel queried agreed that PSAs could not provide the publicity necessary to sustain recruiting objectives. A&SP personnel included in the study reported that very little coordination between other Army components is attempted prior to conducting a communication campaign, since their agencies are concerned primarily with recruitment.

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<sup>3</sup>Statement made by Carol Couvaris, DAC, in an interview with the author, Sacramento, California, June 24, 1982.

They report that no problems have surfaced in this regard. However, the reserve components disagree. Their concerns will be addressed later in this study.

The Los Angeles Office of the Army Chief of Public Affairs conducts limited public service activities, mostly in the surrounding metropolitan area. The office has direct responsibility for public service advertising for the 70th Ordnance Detachment, also located in the Los Angeles basin.

This office had recently completed a public awareness campaign for the 70th Ordnance Detachment which requested the public to turn in old World War II souvenirs. The Public Affairs office produced scripts and reel-to-reel tapes for distribution to Los Angeles area radio stations. The PSAs were distributed utilizing lists provided by the Southern Broadcaster's Association, a nonprofit agency which, for a nominal fee, provides mailing lists and affixes an endorsement control number onto each PSA, thereby lending increased credibility to the campaign.

This office had also conducted publicity campaigns for visiting Army organizations such as the Golden Knights Parachute Team and Department of the Army dignitaries. The office reports that most broadcast stations prefer a local focus and will more readily accept messages pertaining to free military events such as Armed Forces Day, displays, and similar activities.

It also reports that broadcasters are generally receptive to its requests for public service time, provided

the messages are of suitable production quality. Very little television public service material has been solicited or distributed. Interviews are periodically requested by broadcasters with the Chief of Public Affairs and are granted, according to his availability.

The largest U.S. Army Forces Command (FORSCOM) post in California, located at Fort Ord, conducts minimal public service advertising. The 7th Infantry Division Public Affairs Office is concerned primarily with its command information and community relations missions. The office does, however, produce a weekly five- to thirty-minute news tape reporting post activities. These reel-to-reel tapes are not produced with a specific format in mind and are distributed to thirteen local radio stations. No usage data for them were available. Very little television solicitation is apparent, with interviews requested rarely. The office could recall no prior coordination with other Army agencies in the immediate area.

The largest U.S. Army Training and Doctrines Command (TRADOC) post in California is the National Training Center, in the Mojave Desert at Fort Irwin. Recently reactivated, Fort Irwin is still in the developmental stages. The post public information officer reported that public service announcements are distributed to three local and two distant radio stations when an event is worthy of note. The office was neither fully equipped nor staffed and therefore had not instituted more comprehensive community or media

relations programs. The office reported no history of conflicts with local media or other Army agencies but conceded that the post is isolated.

Of the Active Army components represented in California, only the Office of the Chief of Public Affairs appears to conduct consistent public service activities, and even those are of limited production and distribution.

Army Reserve component. The 6th U.S. Army with headquarters at the Presidio of San Francisco represents the reserve components located throughout the state. The headquarters, unfortunately, has been unresponsive to requests for information and assistance for this study. The researcher, therefore, was forced to rely on individual reserve unit representatives for the bulk of information reported herein. The reserve units, like the active forces, receive advisory assistance in public relations and advertising from the N. W. Ayer Agency. The budget available to reserve components nationally is \$6 million, markedly lower than that for the active. Most of the paid advertising, although solicited by local field representatives, is planned, produced, and distributed by Reserve Component Headquarters in Washington, D.C.

Individual reserve units, attempting to maintain acceptable personnel levels within their units, at times conduct their own public service advertising campaigns. Unit commanders report general acceptance of their efforts

by broadcasters who view the messages as having a community focus. A semi-formal publicity outlet was organized by 6th Army Headquarters, directed by the public affairs officer. The 222nd Public Affairs Detachment, located in Los Angeles, serves as the primary agency of this semi-formal publicity outlet. The unit has been given the mission of producing PSAs for distribution statewide to radio stations. The commander of the detachment reports acceptable levels of PSA usage by certain radio stations, most notably KABC radio in Los Angeles. The unit produces six to ten 30- and 60-second spots a year based on missions assigned to them from higher headquarters. The messages and distribution of the announcements are keyed to a reserve unit suffering the greatest manpower shortage at the time. The recruiting messages have been distributed statewide and have been assigned an equivalent paid value of \$35,000 worth of radio air time.<sup>4</sup> The 222nd accomplished this task without the aid of any Army equipment. Facilities are made available by unit members who hold concurrent positions on local radio and television stations. The 222nd maintains a radio and television station mailing list and distributes PSAs using unit funds augmented at times by 6th Army resources. Although the 222nd appears to be the only sanctioned PSA-producing arm of the reserve components, other reserve units

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<sup>4</sup>Statement made by Captain James Driever, Commander, 222nd Public Affairs Detachment, in a telephone interview with the author, Los Angeles, California, June 22, 1982.



plan, produce, and distribute public service recruiting material within their immediate areas. At times, these units coordinate with broadcast stations without first receiving authorization from their headquarters or designated authorizing agent. One A&SP civilian, responsible for reserve as well as active recruiting in her area, claimed:

In most cases, the Reserve units are more greedy because their only concern is their own units. We are selling Army Reserve in a general sense and the units are thinking with the old mentality, "Our Unit."<sup>5</sup>

Summarizing, the Reserve component public service advertising effort appears uncoordinated, yet surprisingly successful in certain areas. Reserve units have at times defied local authorizing regulations in efforts to maintain unit manpower balances. The 6th Army Headquarters appears to maintain less than full control of its publicity outlets. Coordination between the Reserve and active Army components appears to be lacking and has led to duplication of publicity material.

ROTC component. The 4th ROTC Region maintains control over the twelve ROTC detachments located at California colleges and universities. The Region, like the USAREC district commands, is authorized a field representative from N. W. Ayer. The representative's responsibilities, similar to those of USAREC, are to coordinate placement of contract advertising with the media in an assigned area.

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<sup>5</sup>Interview with Carol Couvaris.

The representative also advises the region commander on public relations and advertising matters.

The ROTC receives far less funds for advertising than its sister components. This shortfall is ameliorated, at least in part, by unique arrangements which exist between state universities and ROTC detachments. When a college or university promotes its academic or sport programs, the local Military Science Department (ROTC) is normally included. In this manner, ROTC receives more publicity than would otherwise be possible with its funding. The universities and colleges also offer increased opportunities for ROTC exposure via information in, and interviews hosted by, college-sponsored media. Region headquarters supports these local promotional activities, but appears to have no consistent method of requesting or evaluating them. Research indicates that the presence of ROTC on certain California campuses has increased since the close of the Vietnam conflict; two additional ROTC extension programs have been established since 1973.

Public service activities, once extensive within the ROTC, now are minimal. Three public service continuing series programs were terminated last year when they were determined to be cost ineffective. The programs, distributed by N. W. Ayer's national office in Washington, D.C., were a mixture of news and talk, and were generally oriented to the format of the stations. The only program still distributed by the national office is "Outlook,"

designed for minority radio audiences. The program features a well-known personality who hosts a music-talk show. The program is produced and distributed on a monthly basis. The 4th Region offered no usage data.

The N. W. Ayer representative assigned to the 4th ROTC Region contends that individual ROTC detachments are encouraged to solicit free air time. The 4th Region recommends that the detachments utilize existing advertising material in public service messages to insure proper production standards are maintained.

Overall, ROTC policy regards PSAs as effective only in conjunction with a paid campaign.<sup>6</sup> Like his southern counterpart with the active USAREC districts, the 4th Region field representative stated that paid campaigns are the best method of soliciting public service time. He explained that a paid schedule is like a "carrot" in front of the station manager; if the station wants the carrot (paid advertising), then it must offer a "bonus."<sup>7</sup>

Army National Guard. The Guard is the only Army component included in this study which is prohibited by Congressional Statute from engaging in contract (paid)

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<sup>6</sup>Statement made by Bob Armbruster, N. W. Ayer Account Executive, 4th ROTC Region, in a telephone interview with the author, Fort Lewis, Washington, October 6, 1982.

<sup>7</sup>Interview with Bob Armbruster.

advertising. The National Guard Bureau, in Washington, D.C., has retained the advertising firm of Needham, Harper, and Steers to manage National Guard public relations and publicity programs for individual states. The advertising agency produces radio and television spots and promotes their national use on a free basis by the stations.

The National Guard Bureau receives less publicity funds than the other components. Each Needham, Harper, and Steers field representative must service a large area, at times encompassing five to ten states. Because of the fiscal limitations encountered by the National Guard Bureau, California Recruiting and Retention Managers (R&RM) have been appointed to augment the public advertising effort within the state. Three subordinate R&RMs serve three districts of the state. The districts encompass the northern, central, and southern portions of California. District R&RMs are in the grade of Major and are commanded in turn by the state R&RM Lieutenant Colonel headquartered in Sacramento.

Since the National Guard is totally dependent on public service advertising for its recruiting and image-building programs, its efforts not surprisingly surpass those of other components in planning, producing, and distributing PSA materials. The Guard has a principal strength not common to the other Army Components, a history of community involvement. This strength enables the Guard to obtain public service time on stations which normally

reject regular Army requests. There is evidence that National Guard publicists have actually disavowed all relation to other Army components in attempts to win air time for their public service messages. Commenting on Army component coordination in obtaining public service advertising time, one National Guard media specialist said: "We have no contact with other [Army] forces . . . we encourage stations not to play active service material because of their [Active Component] ability to pay in different parts of the country versus our lack of advertising funds."<sup>8</sup>

The California Guard has numerous public service programs in operation. Like the Reserve Component, a unit assigned to the Guard--in this case the 69th Public Affairs Detachment--is used to produce National Guard PSAs. The 69th in Sacramento is a thirteen-person broadcast detachment which produces four monthly public service programs. The "National Guard News," one of the programs, is a monthly five-minute newscast with information targeted toward civilians. The program is distributed to approximately eighty-four radio stations in California. Two music programs are also planned, produced, and distributed by the detachment, one called "Upbeat," incorporating a contemporary music theme, and the other a "country" program titled

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<sup>8</sup>This statement was made by a R&RM of a state other than California, but is included because California Guardsmen have voiced similar statements. The name of the individual has been withheld. (Brackets added.)

"Guarding the Country." These programs are thirty minutes in length and are produced in two-track stereo. The music programs are distributed to a combined total of ninety stations. A fourth program engineered by the 69th, called "The Voice of the National Guard," is a five-minute Spanish talk show. The program is recorded in full-track mono and distributed to seventeen California stations, all full-time Spanish broadcasters.

All public service programs are the result of individual initiative of the members of the 69th Public Affairs Detachment. Facilities used for recording the programs are owned by Guardsmen or donated by local media. No formal production system is in evidence. In essence, the 69th must solicit assistance for each project on a day-by-day basis, with few or no funds available. The "National Guard News," the five-minute newscast, is produced at Sacramento radio station KRAK. The broadcast is then sent to the Defense Audiovisual Agency at Norton Air Force Base where it is dubbed on a C-type audio cassette and mailed directly to eighty-four radio stations. The cost of mailing is paid, interestingly, by the California Air Guard.<sup>9</sup> The air Guard's funds are used rather than the Army's because the Air Guard has more funds available. National Guard

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<sup>9</sup>Statement made by Captain Steve Janasko, Broadcast Officer, 69th Public Affairs Detachment, CNG, in an interview with the author, Sacramento, June 24, 1982.

sources report that Army publicity funds are depleted early each year. The 69th also produces, upon request, short public service announcements with a recurring recruitment theme. The total number of these PSAs was not available. These announcements are mailed to selected stations by the particular units for which they are made.

In addition to the semi-formal public service operation exhibited by the 69th Public Affairs Detachment, individual guardsmen have accomplished mammoth undertakings with scant resources. Purely on his own initiative, a R&RM arranged more than ninety interviews with California guardsmen on statewide radio and television stations.<sup>10</sup> The stations were located as far north as Eureka and as far south as San Diego.

Major William Fortier is another example of a guardsman taking on tasks other than those for which he or she is responsible. He performs dual roles as the central area R&RM and provides all advertising support for the North and South areas as well. He has launched a visual media public service advertising campaign to provide a local complement to the commercials produced by Needham, Harper, and Steers.<sup>11</sup> As with the 69th, Fortier has no equipment immediately available, but must solicit assistance from the

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<sup>10</sup>Interview with Captain Janasko.

<sup>11</sup>Statement made by Major William Fortier, Recruiting and Retention Manager, Central Area, CNG, in an interview with the author, Sacramento, June 24, 1982.

civilian sector. Much of this support is obtained from members of the State Military Reserve, an affiliate of the California National Guard. Fortier contends the current advertising campaigns of the national agencies are too general for Californians to appreciate. Fortier has increasingly noticed interservice rivalries: "There is a big jealousy among the services and there has been fighting every time I get a recruit. It has really hurt us that they [Active/Reserve] can buy time and we can't."<sup>12</sup>

Despite competition between components' lack of funds and production facilities, the National Guard has successfully met its recruiting objectives for the past three years.<sup>13</sup> The State Recruiting and Retention Manager attributes those recruiting successes to a more receptive populace and the perceived versatility of the organization.

#### Radio and Television Field Survey

A self-administered questionnaire was constructed following personal interviews with Army component and broadcast station representatives. A sample of 206 AM and FM radio and 34 television stations was surveyed--a total of 240 broadcast stations. Of this total number, seventy-eight (32.5 percent) replied. For purposes of analysis, the number

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<sup>12</sup>Interview with Major Fortier.

<sup>13</sup>Statement made by Lieutenant Colonel Steven Nelson, State R&RM, CNG, in a telephone interview with the author, Sacramento, California, October 6, 1982.



of actual cases was increased to ninety-two because fourteen of the radio respondents represented both AM and FM stations and discriminated between them in dual responses. No discernible pattern for nonrespondents was observed.

This part of the data analysis is divided into treatments of (1) Yes-No items, (2) Multiple Option items, and (3) Cross-tabulations of selected items.

#### Yes-No Items Analysis

On the first page of the questionnaire, program managers were asked to mark either "Yes" or "No" answers to seven questions. The questions were devoted to program manager opinion and/or station policy regarding Army PSAs. The responses are reported as percentages.

Question 1 asked program managers whether or not they consider the Army a nonprofit organization entitled to free air time. The question equated the Army to such civilian organizations as the Red Cross or the American Heart Association. Nearly half of the replies, 47.3 percent, were affirmative: they consider the Army a nonprofit organization. Program managers answering in the negative constituted 52.7 percent of the total. Question 2, in a similar vein, asked program managers if they consider certain components (e.g., Army Reserve, ROTC, or National Guard) as nonprofit organizations entitled to free air time. A full 71.9 percent answered in the affirmative. Only 28.1 percent considered none of the Army components entitled to

free air time. Many of those marking "Yes" to this question specified, in the comments section, which component they prefer. The National Guard appeared to be the most preferred, followed by the Army Reserve and ROTC.

Questions 3 and 4 dealt with whether or not a station had received and aired Army PSAs in the past six months. Program managers were asked to answer to the best of their recollection. More than half, 60.4 percent, recalled receiving Army PSAs, but only 27.2 percent recalled actually airing them.

In response to question 5, "Does your station carry paid advertising for the Army?" 48.9 percent answered "Yes" and 51.1 percent "No"--nearly a 50-50 split. Question 6 asked, "Do you believe that public service programming is complementary to paid advertising?" More than three quarters of the sample, 77.6 percent, answered "Yes."

The final question in Part I of the questionnaire asked program managers if they had been personally contacted (face to face or by telephone) by an Army representative during the past six months regarding public service advertising. Respondents answering negatively far outnumbered those answering in the affirmative, with 68.1 percent replying they had not been contacted and 31.9 percent indicating they had.

Multiple Option Items  
Analysis

This section presents results of the analysis of multiple choice items in Part II of the questionnaire instrument. Delineation of demographic characteristics and station policies was the main objective of this part of the survey. Responses are reported as percentages.

Question 1 asked the seventy-eight responding program managers whether their stations are AM radio, FM radio, or television. Fourteen of the respondents said they manage both AM and FM radio stations. Of the ninety-two cases, 40.2 percent are from AM radio stations. FM station respondents constituted the largest proportion, or 44.6 percent of the sample. Television stations constituted 15.2 percent of the sample, roughly a 4 percent larger representation than the actual proportion of television stations in the state.

Question 2 asked radio program managers which of twelve identified formats best describe their stations. The "Contemporary/Adult" format was overwhelmingly the most often listed by respondents. A full 42.3 percent of respondents checked this selection. It should be noted, however, that some program managers checked more than one format. When this occurred, the first format marked was used for survey tabulation. The "Contemporary/Adult" format was followed by both "Country/Western" and "Beautiful Music," each with 10.3 percent. Another tie occurred in

"News/Talk/Sports" and "Album/Top 40 Rock," both of which received 7.7 percent each. "Hit Parade/Nostalgia" was checked by 6.4 percent of respondents, and "Progressive/Modern Country" and "Spanish" stations each accounted for 5.1 percent of the total. "Religious/Gospel" and "Soul/Funky" each received 2.6 percent of the total responses. The few questionnaires marked "Soul/Funky" specified "Jazz" as the actual station format.

Question 3 was directed to television station program managers, asking them to indicate whether their station was a network affiliate, an independent, a public broadcast, or a cable operation. As expected, network affiliates led by a wide margin with 57.1 percent, followed by independent stations with 21.4 percent. Public broadcast stations accounted for 14.3 percent, and cable operations 7.1 percent. When asked, "What is the total size of your market area (in population)?" 2.2 percent listed less than 25,000. The 25,000-50,000 category received 10 percent, and the 50,000-75,000 category received 6.7 percent. The 75,000-100,000 category received 6.7 percent, and the majority, 75.6 percent, indicated market areas in excess of 100,000 people.

Responding to the question, "What percentage of your area's total population is reached by your station?" 13.5 percent reported reaching less than 10 percent, 20.2 percent reached between 10 and 25 percent of the population, and 7.9 percent of the respondents reported reaching between

25 and 35 percent. The category of 35 to 50 percent of their area's population was checked by 12.4 percent of the respondents and 46.1 percent, the largest plurality, reported reaching 50 percent or more of their area's total population.

Question 6 of Part II of the questionnaire asked program managers, "How many employees does your station have?" Small stations with 5-10 personnel composed 9.9 percent of the sample respondents. The most common response among stations queried was 11-20 persons or 41.8 percent of the total. The next highest percentage was 21-35 station employees or 31.9 percent. Stations indicating staffs which totaled 36-50 and 51-75 personnel accounted for 4.4 percent each. The last choice for this question--more than 75 employees--was marked by 7.7 percent of the respondents.

Question 7 asked respondents to indicate how many station employees have served, or are serving, in the military. Those program managers reporting "none" constituted a low 2.2 percent of the total. By far the highest percentages fell into the 1-5 category, which received 51.7 percent. Stations indicating 6-11 employees constituted 16.9 percent, and the 12-20 category accounted for 1.1 percent. The highest possible number of station employees with military affiliation, "more than 20," received 4.5 percent, and those marking "don't know," 23.6 percent.

After presenting a definition of public service programming versus announcements, question 8 asked program

managers which type of public service advertisement they most prefer. Those preferring "programming" totaled only 5.6 percent, while the overwhelming majority, 75.6 percent of the respondents, preferred "announcements." Respondents indicating they prefer "both" types of messages totaled 5.6 percent, and stations preferring "neither" composed 13.3 percent. When asked whether their stations would rather receive Army PSAs with a local, general, or combination focus, 38.5 percent responded in favor of local, 22.0 percent for general, 20.9 percent for "both," and 18.7 percent marked "neither."

The final question of the survey asked program managers if they had encountered any problems with Army components regarding public service requests. Respondents, indicating they had encountered problems with Army components "many times" constituted 3.4 percent, while "a few times" received 19.1 percent. Respondents reporting "no, never" constituted 30.3 percent, and "don't recall" received 47.2 percent of the total.

#### Cross-Tabulation Analysis

This segment of the analysis of the survey data presents cross-tabulations of selected question responses within the questionnaire. To derive maximum benefit from the responses provided, multivariate analysis was performed with a CYBER computer, using a standard program from the

Statistical Package for the Social Sciences (SPSS).<sup>4</sup>

Cross-tabulations reported here were planned in accordance with research questions noted earlier.

The first cross-tabulation (Table 1) attempted to determine if a relation existed between stations receiving Army PSAs and stations airing them. As expected, a meaningful relationship was observed ( $\chi^2 = 16.2$ ,  $df = 1$ ,  $p < .0001$ ) between those stations which received Army PSAs and aired them, 43.6 percent of fifty-five cases, and those stations which received messages but did not air them, 56.4 percent of fifty-five cases.

Table 1. Relationship of "Airing" Army PSAs to Receiving Them for Stations Responding (N = 91)\*

Airing PSAs	Receiving PSAs		Total
	Yes	No	
Yes	24	1	25
No	31	35	66
Total	55	36	91

\* $\chi^2 = 18.23011$ ,  $df = 1$ ,  $p < .001$  (corrected  $\chi^2 = 16.23717$ ,  $p < .001$ )  $\Phi = .448$ .

The next cross-tabulation was conducted to determine if personal contact by Army representatives had a relationship to stations airing Army PSAs. Although the established

<sup>4</sup>Norman H. Nie and others, SPSS: Statistical Package for the Social Sciences, 2d ed. (New York: McGraw-Hill Book Company, 1975), p. 38.

level of significance was achieved ( $\chi^2 = 4.5253$ ,  $df = 1$ ,  $p < .03$ ), personal contact appeared to have minimal effect, as indicated by the marginal  $\phi = .249$ , with 56.7 percent of the thirty cases who had been contacted not airing the PSAs. Less than half of the thirty stations contacted, 43.3 percent, actually aired the PSAs. Interestingly, 19.7 percent of the sixty-one program managers who had not been contacted aired Army PSAs on their stations.

Table 2. Relationship of "Airing" Army PSAs to Stations Having Been Contacted by Army Representatives for Stations Responding (N = 91)\*

Airing PSAs	Contacted by Army Reps		Total
	Yes	No	
Yes	13	25	25
No	17	49	66
Total	30	61	91

\* $\chi^2 = 5.65044$ ,  $df = 1$ ,  $p < .01$  (corrected  $\chi^2 = 4.52532$ ,  $df = 1$ ,  $p < .03$ )  $\phi = .249$ .

A cross-tabulation was conducted to determine if contact by an Army representative affected how a broadcast station viewed Army components. In other words, did personal contact have a favorable or unfavorable effect on the program manager's attitudes? Again, contact appeared to have a limited, almost counterproductive effect on program manager attitudes. Only 34.4 percent of the sixty-four



program managers who view the Army favorably had been contacted. Conversely, 65.8 percent who view the Army components favorably had not been contacted. Table 3 is presented although the established significance level was not achieved because the case distributions may prove useful in future studies.

Table 3. Relationship of Stations Viewing Army Components Favorably to Stations Having Been Contacted by Army Representatives (N = 87)\*

View Favorably	Station Contacted		Total
	Yes	No	
Yes	22	42	64
No	4	19	23
Total	26	61	87

\*Established significance level not achieved.

An attempt was made to determine if there was a relationship between type of PSA focus (e.g., local, general, or combination) and type of broadcast station (e.g., AM or FM radio, or television station). A nonsignificant but meaningful finding was observed in the relationship between the two variables. Levels of one of the variables did not vary over the other, creating a common pattern for all stations and types of PSAs.

Another meaningful, nonsignificant relationship was observed in the cross-tabulation of whether a station airs

an Army PSA and whether a station carries paid Army advertising. Table 4 is included because the data indicate that carrying paid advertising has little or no effect on whether or not a station will air an Army PSA. Those stations airing Army PSAs and which carried paid Army advertising composed 52.0 percent of the twenty-five applicable respondents. A more interesting result is that 48.0 percent of the stations airing Army PSAs did not carry Army paid advertising.

Table 4. Relationship of Stations Airing Army PSAs to Stations Carrying Paid Advertising for the Army (N = 92)\*

Carry Paid Ads	Airing PSAs		Total
	Yes	No	
Yes	13	31	44
No	12	36	48
Total	25	67	92

\*Established significance not achieved.

Similar cross-tabulations were used to analyze whether paid advertising contracts affected station viewpoint. Again, nonsignificant but meaningful observations were evident. As many stations which did not carry paid advertising viewed the Army favorably as those which did carry paid advertising.

The back page of the questionnaire instrument was provided for program managers to offer additional comments

or recommendations regarding the study. Verbatim comments may be read in Appendix C.

### Chapter Summary

This chapter has presented the data analyzed in accordance with the research questions and consequent methodology. The Army components and radio and television field survey results were presented in a manner commensurate with final evaluation of public service advertising as a viable Army communication method. The final segment of the study, Chapter 4, will present a discussion of the data analysis of the components and radio and television field survey. The chapter will also include a conclusion section restating the intent of the study and limitations encountered in its course. Chapter 4 will conclude with recommendations for future research and specific practices supported by the findings of this work.

## Chapter 4

### DISCUSSION, CONCLUSION, LIMITATIONS, AND RECOMMENDATIONS

This chapter includes a discussion of the data analyses reported earlier, information obtained during interviews with Army component representatives, and data obtained through the radio and television field survey. The conclusion recaps the findings, relating them to the original objectives set forth in the initial research questions. Limitations encountered during the research are presented as a part of the conclusion. The final chapter segment presents recommendations supported by information obtained in the study.

#### Discussion

The discussion segment of this chapter is divided into two distinct parts: the first is a discussion of the Army component public service operations based upon data obtained from Army sources; the second concerns data obtained through the survey of radio and television program managers.

#### Army Component Public Service Operations

The analysis of Army component public service advertising programs was predicated upon information drawn

from military sources. Investigation indicated that, with the exception of the California National Guard (CNG), public service advertising received minimal attention. The Active, Reserve, and ROTC components regard public service advertisements (PSAs) as somewhat of a nuisance and, because of the method's perceived ineffectiveness, something to be avoided.

Active component. The Active recruiting component, which receives the most funds for its paid advertising programs, regards PSAs as little more than "bonus plays" of contracted paid commercials. The small amount of original public service material actually produced most often takes the form of script copy provided to stations on an inconsistent basis. Many of the objections to public service advertisements appeared to come from N. W. Ayer field representatives, giving rise to a suspicion that a vested interest in paid advertising may have hampered objective evaluation of PSA utility.

The Los Angeles Office of the Chief of Public Affairs has experienced limited success using PSAs both to promote Army events in the metropolitan area and to aid the 70th Ordnance Detachment in its public awareness campaign. However, the office has only one employee assigned to planning, production, and distribution of PSAs. The office's reliance on mailing lists acquired from the Southern Broadcasters Association may also be a limiting factor. Several survey respondents reported their station had never

been contacted for free time by an Army component. These stations were located in the proximity of the Office of the Chief of Public Affairs and the Los Angeles District Recruiting Command.

Another program manager, whose station is located in the Monterey Peninsula, indicated he had never been approached for free time from nearby Fort Ord. The program manager indicated his station would view such a request favorably. However, another program manager, whose station is in the same area, commented on a thirty-minute public affairs program, aired by his station, which was produced and distributed by nearby Fort Ord. The program manager reported a high degree of listener involvement and interest in the program and recommended its continuance.

Such a situation indicates that Active Army components have been sacrificing valuable free time merely out of ignorance of local media policies and procedures. The Santa Ana District Recruiting Command, apparently recognizing their media coordination shortfalls, recently instituted a media training program for their recruiters. The program is carried out under the guidance of the District's N. W. Ayer representative.

Coordination within the Active component appeared to be less than satisfactory, with the units relying instead on such agencies as N. W. Ayer or the Southern Broadcasters Association. Fort Ord appeared to be maintaining an out-of-date mailing list of local stations. The National Training

Center, at Fort Irwin, appeared to be placing little emphasis on a progressive public information program.

In short, the Active Army publicity program appeared disjointed and segmented, and has led to decreased PSA use and consequent ineffectiveness.

Army Reserve component. The apparent lack of a consistent public service advertising program within the Army Reserve has forced many subordinate Reserve units to plan, produce, and distribute public service material regardless of any authorizing control systems in their areas.

Since this component is not as well funded as its Active equivalent, units have taken it upon themselves to perform publicity duties normally carried out by agencies such as N. W. Ayer. The result of such independent operations is poor production PSAs and decreased usage by the stations which receive the messages.

Efforts such as those of the 222nd Public Affairs Detachment are commendable, but should not be expected by higher headquarters without adequate support. A public service production system which depends upon unit members to borrow required items such as tape recorders, studios, and other equipment cannot be expected to produce suitable public service messages.

ROTC component. The ROTC, like the National Guard and Reserve component, has the opportunity to garner

substantial community support for their programs. Affiliation with universities and colleges lends the ROTC a unique credibility. However, while interview and information programs have been attempted both on radio and television, solicitation of such programs lacks systematic, coordinated integration by the 4th Region into the overall publicity operation. Many Army personnel assigned to ROTC detachments appear to have limited knowledge of media publicity outlets. The 4th Regional N. W. Ayer representative hesitated to consider public service advertising a valid promotional tool unless it was conducted in concert with a paid advertising program. Regardless, the ROTC component, because of its close liaison with civilian academic institutions, has untapped opportunities to use free broadcast time as a vital part of a comprehensive publicity program.

National Guard component. The California Army National Guard, of the four components included in this study, has the most extensive and effective public service advertising program. This is sensible since the organization is prohibited from engaging in paid advertising. The Guard's public service advertising operations, however, appear particularly well organized, albeit lacking in fiscal support. The public service program series produced and distributed by the 69th Public Affairs Detachment provides California radio stations with a number of formats from which to choose. The distribution system of the 69th also appears consistent and effective.



The Guard is making maximum use of its limited resources by using facilities belonging to the State Military Reserve and civic-minded civilian organizations; it has advanced its program of community involvement and local focus. Radio and television program managers rated the Guard in their questionnaire comments as the preferred Army component. Efforts of individual Guardsmen such as Major Fortier to provide a local focus to the national campaigns of Needham, Harper, and Steers deserve special mention. That the Guard has met manpower quotas three years in a row testifies to its effective public service recruiting effort. One factor limiting the Guard program is a lack of access to facilities of other state-controlled organizations (e.g., college facilities, California Department of Forestry equipment, etc.).

Numerous Guard personnel interviewed in this study indicated the only way to get their messages aired by radio and television stations is to disavow all affiliation with the Active components. While the motivation exhibited by Guard personnel in attempts to secure free air time is commendable, it appears to be sometimes at the expense of other Army components.

Coordination within the Guard itself has been less than satisfactory at times. Very little coordination appears to take place between the 69th Public Affairs Detachment and Needham, Harper, and Steers. Guard personnel admitted that numerous man hours are wasted compiling

information available a few offices down the hall in the same headquarters. Each National Guard agency appears totally concerned with its own programs regardless of possible duplication of public service material.

Summary. The analysis of Army components has tended to reinforce the adage, "the left hand doesn't know what the right hand is doing." Components, both within and among themselves, plan, produce, and distribute public service material irrespective of other Army agencies. Many have abrogated their public service and public relations operations to the control of civilian consulting and advertising agencies. The civilian agencies reinforce component publicity autonomy because of vested interest in maintaining their contracts. Army units tend to perceive all media interaction as the job of their advertising agencies. Those Army elements which operate without civilian agency aid, i.e., FORSCOM units, tend to view public service operations within a narrow scope, often as a corollary to a Division public information program.

A majority of components included in this study appear to have become less motivated regarding the benefits of public service advertising because of recent recruiting successes and ample funds for paid advertising. Only the National Guard, despite internal coordination difficulties, has realized the inherent benefits of public service advertising.

In the area of public service advertising, the "One-Army" concept appears inapplicable, with each Army component represented in California approaching this method of publicity in different ways and achieving varied degrees of success.

#### Radio and Television Field Survey

The overall results of the radio and television field survey indicate a willingness on the part of most broadcasters to consider Army components as valid, nonprofit organizations entitled to seek air time. While only half of the broadcasters felt the Army, as an entity, deserved free time, a full three quarters felt that at least one component deserved time. The broadcasters' opinions were not necessarily transformed into actual air time, however; hence, the low PSA play percentage. Most of the broadcasters also reported that they favor public service advertising as a complement to a paid campaign.

On the surface, such a high percentage would contradict earlier findings reported by Smith and Rabin,<sup>1</sup> and, indeed, many of the verbatim comments included on the questionnaires by the program managers themselves. However, given the low number of Army PSAs actually aired, Smith and Rabin's results may be verified. A possible

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<sup>1</sup>Donald R. Smith and Kenneth H. Rabin, "What Broadcasters Want in Public Service Spots," Public Relations Review, 4:29-36, Winter 1978.

explanation may be that program managers report personal beliefs, yet practice more pragmatic policies. In other words, the mere fact that a program manager believes the Army is entitled to free time may not mean that Army PSAs will actually be aired.

Nearly one half of the respondent program managers indicated their stations carried contract advertising for the Army, reflecting the massive scale on which the Army is carrying out its advertising program. Only a small percentage of the sample respondents reported that they had been contacted by Army representatives. Interestingly, neither paid advertising nor personal contact by Army representatives seemed to have an effect on how the station viewed the components or whether or not the station aired Army PSAs. Of course, if the Army representative makes personal contact but does not possess a PSA appropriate to a particular station, valuable time may be wasted.

The demographics of the sample population tend roughly to approximate the actual media mix within the state. The most predominant radio format was Contemporary/Adult, a finding supported by preliminary interviews with Army component representatives who had reported a Contemporary/Adult or News/Talk radio format served their public service advertising needs best. By the respondent percentage, program managers with this format were at least the most interested in the survey objectives.

Questions pertaining to total market area and percentage of population reached by stations were included to determine if relationships could be discovered between these factors and whether or not a station aired Army PSAs. A majority of the respondents reported their market area to be in excess of 100,000 people, indicating respondent stations serving mostly urban areas. Statewide demographic trends tend to legitimize the urban respondent skew; more than 91 percent of California's population was reported "urban" in the 1980 census.

Program managers indicating the number of people reached by their stations may have misunderstood the question to mean "how many possible?" Nearly half of the stations professed to reach over 50 percent of their listeners or viewers, a feat some would term "wishful thinking."

One of the supplemental objectives of the study was to determine if the number of station employees with military backgrounds had an effect on station PSA policy. Because of the small number of response cases, these relationships could not be determined to a meaningful degree. The analysis tended to indicate no effect by prior-service station employees on program manager opinion or station policy.

Probably the most significant finding arising from this study is the fact that three quarters of the respondents preferred announcements over programming. This finding

should be of particular interest to the California National Guard publicists, who produce four monthly public service programs. Programming was considered the least preferred type of PSA.

Another important finding was that neither local focus, general focus, nor a combination received a majority of responses, indicating focus preferences are diverse among program managers and types of stations. This finding was reinforced when the focus responses were cross-tabulated with the types of stations. AM and FM radio and television stations showed no discernibly different patterns of preference for either local or general focus spots. Army PSA planners should not, then, distribute PSA messages to broadcast stations without first ascertaining individual station preference.

Although preliminary interviews indicated inter-service rivalry and competition had impeded the Army publicity effort, the sample responses contradicted that initial assumption. Program managers who reported no problems with Army components, and those managers who could not recall a problem, constituted nearly 80 percent of the respondents. One can assume that if a program manager had encountered difficulties with an Army component, then that manager would most likely remember the problem. For this reason, it seems valid to combine the two response categories to arrive at the high percentage. Such a response indicates broadcasters as a whole do not regard the Army as

a duplicative, uncoordinated bureaucracy.

The results of this field survey would have been better substantiated if the number of responses had been higher. Nevertheless, this survey has allowed verification of previous observations while providing new data for use in support of future investigations into Army public service advertising.

### Conclusion

This study's primary intent was to provide a data base regarding Army public service advertising. The background and research review presented earlier are without precedent and should serve as a foundation for future research. The study analyzed public service operations of Army components in California and included a statewide field survey of radio and television station program managers.

Results of the component analysis indicate that each Army component plans, produces, and distributes its public service material irrespective of possible overlap and duplication. Very little evaluation of public service programs was evidenced. Although the Active components appear to use public service advertising only minimally, some successes have been noted, particularly by FORSCOM-affiliated units.

The Reserve and ROTC components have experienced limited success, usually as part of a regional campaign. Only the National Guard appears to carry out a

comprehensive, consistent public service program. The success of the Guard's operations, conducted with limited fiscal support, demands review by Active Army agencies responsible for publicity.

Planning of component public service messages appears to be dependent on a particular event or current unit program. No coordinated system appears to be in operation to prevent production duplication within and among components. In the same vein, no system is in existence to prevent Army components from distributing public service messages to the same broadcast stations.

Results of the component analysis and the field survey indicate that public service advertising, for the Army, is a little-exercised mode of communication. Nevertheless, the few Army organizations investing time and effort in public service communication have reaped rewards of increased public acceptance, broadcaster acceptance, and recruiting advances.

Data derived from results of the field survey indicate that personal contact by an Army representative has little or no effect on whether or not a station airs an Army PSA. As mentioned earlier, if the representative was attempting to receive free air time for a PSA unsuitable to the format or facilities of a particular station, then the personal contact was wasted. Many of the program managers noted the poor quality of most Army PSAs they receive. Many remarked that the messages generally lacked creativity and



imagination. One respondent program manager went so far as to write, "Imaginative, innovative, and aggressive use of public service time would result in increased enlistments." A majority of the survey respondents indicated they had had no problems with Army components regarding public service time requests.

The number of broadcast station employees with prior or current military service also appears to have little or no effect on whether a station airs an Army PSA.

A significant finding is that almost half of the broadcast survey respondents considered the Army a valid nonprofit organization. In addition, nearly three quarters of the sample respondents consider at least one Army component a valid nonprofit organization. These results indicate a favorable acceptance of the military by broadcasters, disputing undocumented assertions that the media are hostile to the military.

The policies of the stations were determined as they pertain to Army PSAs. Both radio and television station spokespersons who wrote specific comments on the back page of the questionnaire were overwhelmingly displeased with the Army's paid-public service advertising placement program. The program managers look with disfavor on the Army's practice of paying certain stations for advertising time while requesting free time for the same message from others. Broadcasters also appear alienated by the practice of placing paid advertisements in print or other media and soliciting

free time from radio and television. Many responding program managers said they will not air Army PSAs until such inconsistencies are corrected.

A notable study result is that radio and television program managers overwhelmingly prefer announcements as opposed to continuing-series public service programs. This finding should be incorporated in future Army publicity planning. Just as notable is the finding that AM and FM and television station program managers did not appear to prefer local focus messages any more or less than messages with a more general focus. Since it appears that every broadcast station sets its own policies based upon its identified audience, any PSAs must fit the particular format or will be discarded in favor of those that do.

The research questions presented in this study guided the data retrieval. The information contained herein is intended to serve as a basis for future investigation into public service advertising for the ultimate benefit of the Army and every taxpaying citizen.

#### Limitations

The principal limitation encountered in this study is one inherent in many mail surveys--a small response rate. One must always question whether generalizations being made from the survey results are indeed representative, given the small number of respondents. Doubt will always exist regarding those sample members who failed to respond. Do

they, as prior research indicates, really hold the same opinions; do they carry out the same policies and procedures as those responding to the questionnaire? In the case of the radio and television field survey incorporated in this study, results may well have an impact on whether or not the Army should increase its public service advertising operations. Such an increase would, of course, affect paid advertising programs and, consequently, station revenues. Therefore, many of the survey population may have deemed it in their best interests not to reply to the questionnaire.

Another limiting factor was the lack of previous research on Army public service advertising. Information which may have benefited this study, considered proprietary by the Army component headquarters and civilian consulting agencies, was not made available. Although not blatantly secretive, these agencies tended to react in such a manner as to make obtaining the information unfeasible.

Most Army and broadcast representatives interviewed were refreshingly candid and responsive to the researcher's questions. Nevertheless, to protect against possible repercussions occurring because of their statements, confidentiality was determined to be appropriate. Thus, many statements presented in the text are cited "name withheld." This fact may lessen the credibility of certain quoted statements but was considered necessary to elicit maximum information.

Finally, a study of Army public service advertising is necessarily a comprehensive investigation of numerous variables, both within and without the military. The volume of information required for adequate topic treatment demands a well-funded, well-staffed research effort.

### Recommendations

1. The Army should commission a formal study to investigate the ramifications of the conclusions presented herein. Specific research is advisable regarding public service message specifications (e.g., which stations prefer which type of messages, tape or script, etc.).

2. A PSA usage study conducted on a regional, statewide, or national scale would provide need-use specifics for Army publicity planners. In this vein, comparative studies of public service programs of civilian nonprofit organizations could establish baselines for evaluating levels of Army PSA use.

3. Many of the program managers responding to the comment section of the questionnaire indicated station policies which enabled nonprofit organizations to receive one free "spot" play for each paid advertisement. Recognizing that Army advertising agencies use demographic and specific references such as the ARBITRON guide to place paid messages, Army planners would do well to maintain a list of cooperative stations to insure that maximum air time is being received for the cost.

4. A system should be developed by the Army to preclude duplication and stimulate coordination within and among components--a system designed to maximize public service message planning, production, and distribution. Recognizing that problems will always exist does not preclude efforts to reduce recurring conflict. As an interim measure, the Office of the Chief of Public Affairs could act as principal authorizing and control agent in the state. This office, because of its media liaison mission, is well suited to the role.

The office could maintain, in conjunction with its Southern Broadcasters Association affiliation, a list of radio and television stations receptive to Army PSA requests. The office could regulate the number and types of Army public service messages received by those stations and, by so doing, insure commonality and equality among and within the various components. Such a system, with minimal personnel and fiscal augmentation, would prevent one broadcast station from receiving many Army PSAs and another station from receiving none. The office could provide supervisory responsibility for statewide production facilities, insuring support for each Army component based upon each of the component's objectives.

5. The ROTC component, in a unique position, is advised to appropriate funds to support an intensive media training program, directed at each detachment's enrollment officer. The training programs could be conducted by a

civilian media consulting firm, similar to those agencies commissioned by political candidates during an election. The enrollment officers would be trained in publicity techniques for implementation at detachment level. Local detachments could thus be better able to work toward an increased community affiliation. Such an affiliation would require learning the local and regional publicity outlets and requesting, on a consistent basis, exposure in the form of interviews, speaking engagements, and media coverage of ROTC activities, events, and demonstrations.

6. The Reserve component, in much the same manner, could increase community acceptance, and hence publicity potential, by actively seeking media exposure. Army-sponsored demonstrations, speaking engagements, and open houses are activities requiring little time and effort while producing sizable community affinity. Based on interviews with program managers and survey results, the Army Reserve clearly has the potential to be considered a community-based organization, much like the National Guard. As such, its requests for public service time might be viewed more favorably by broadcasters than would those of other components.

7. Army components within the state must devise an integrated publicity network utilizing the broadcast media. Exposure cannot be a segmented, haphazard activity controlled by the civilian consulting agencies but must be rather a comprehensive program involving every public affairs and

recruiting detachment and component headquarters in the state. Every Army organization should know the types and location of radio and television stations in its area. Each should maintain a current list of station formats and whether those stations prefer announcements or programs, of a local or general focus. Stations should not have to ask for information from nearby posts or detachments--the Army should go to them.

8. The National Training Center at Fort Irwin will eventually become one of the busiest Army posts in the world. Because of this potential, a public service broadcasting program should be developed as the post expands. Since military units from all over the world will be using the Fort Irwin facilities, the current radio information program should not be viewed as sufficient to garner necessary public support and appreciation of the post's function. An enlarged public service program could keep pace with the anticipated growth.

The Army had decided that publicity will be the principal method of recruiting and image making. This mandate becomes, then, the mission of every component and unit--not just those directly concerned with recruiting or advertising. Publicity is the means; the components must orchestrate their respective elements to produce the method.

9. The final, and by far the most controversial, recommendation is that a formal investigation be conducted to determine if public money should be spent on military

contract advertising. At the outset of this study, such an investigation was determined to be beyond the scope of the research topic. However, a study concerned with Army public service advertising cannot but address the larger question of paid versus public service messages.

Many researchers have reported that recruiting success is closely tied to the national employment rate.<sup>2</sup> In support of this contention, a graph presented in Figure 1 depicts the close relationship of male unemployment percentages to male high school graduate Army enlistments. The graph was taken from a report by Gilroy and Dale which investigated the effects of a rising national unemployment rate on Army recruit accessions. The solid line records the number of enlistment contracts made during the period, including those under the delayed-enlistment program. The contracts are measured in thousands on the left side of the graph. The broken line traces the male unemployment rate by the percentage shown on the right side of the graph. The time lag between changes in the number of enlistment contracts reflects the time young men spend trying to find jobs before deciding to enlist.<sup>3</sup>

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<sup>2</sup>Tom Philpott, "Formula Links Economy, Recruiting," *Army Times*, October 4, 1982, pp. 4, 50; "Joblessness Benefits Army, Military Official Says." *The Fresno Bee*, October 12, 1982, p. All, Col. 1.

<sup>3</sup>Philpott, p. 4.



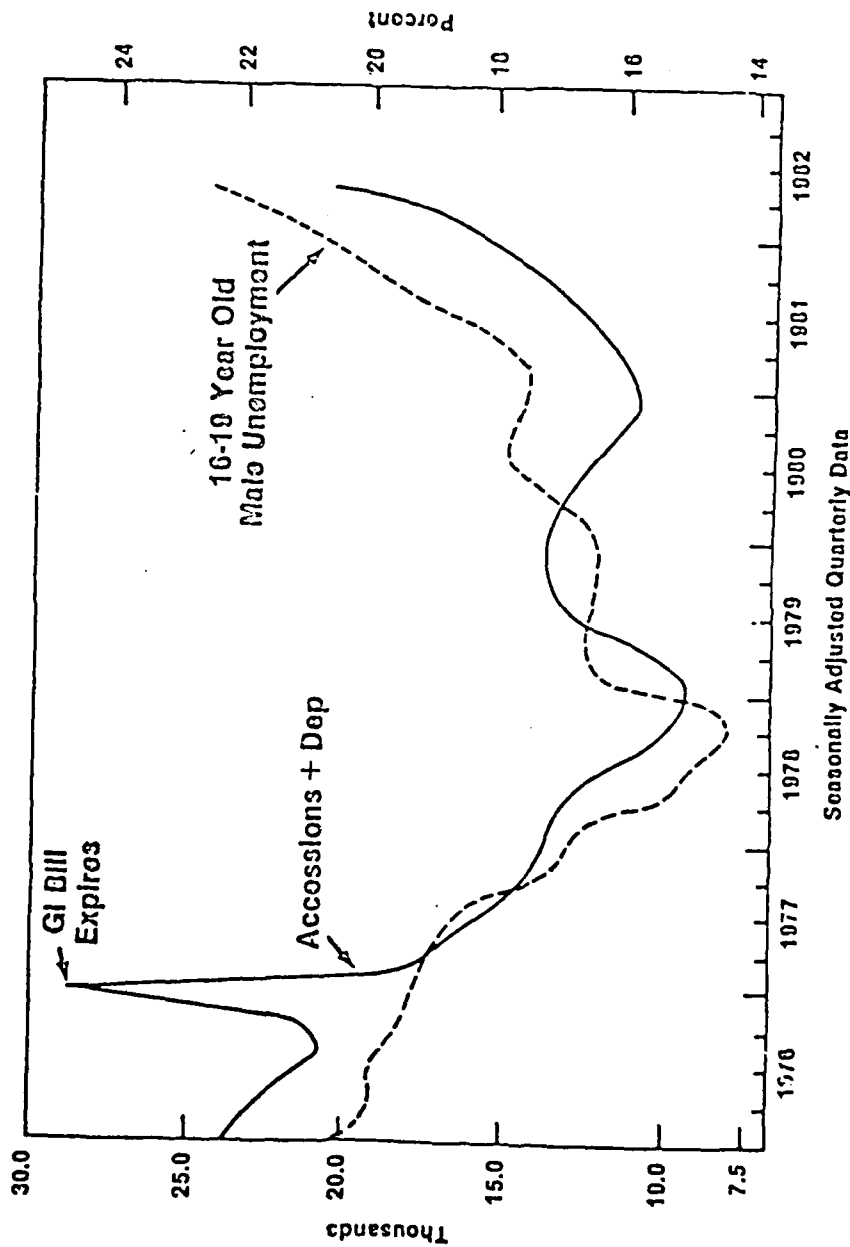


Figure 1. Enlistments of male high school graduates closely follow the unemployment rate

Source: Tom Philpott, "Formula Links Economy, Recruiting," Army Times, October 4, 1982.

The study confirmed what many had thought for some time, that the principal factor in recruiting for an All-Volunteer Army is the state of the nation's economy. In addition, government agencies have reported that attitudes have not significantly changed since the beginning of paid broadcast advertising.<sup>4</sup> If recruit accessions and population attitudes have not been significantly affected by paid advertising, does the Army really need the added expense of contract advertising? If, after a thorough investigation, the answer is determined to be "no," then the Army should seek a more economical form of communication. The savings realized by such a reapportionment could be redirected to recruitment incentives such as higher pay and increased educational benefits which are less dependent on a weak economy for their effectiveness.

Public service advertising, even conceding a loss of effectiveness because of decreased airing at less desirable times, would be a logical alternative. The topic deserves the attention of high-level Army planners.

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<sup>4</sup>U.S., General Accounting Office, "Advertising for Military Recruiting: How Effective Is It?" March 29, 1976 (FPCD-76-168), p. 4.

AD-A123 031

ARMY PUBLIC SERVICE ADVERTISING(U) ARMY MILITARY  
PERSONNEL CENTER ALEXANDRIA VA B D MACKENZIE DEC 82

2/2

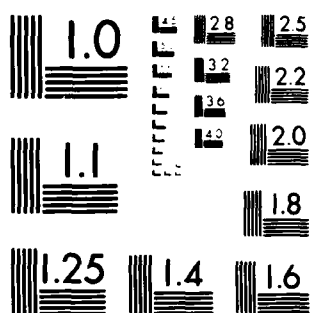
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MICROCOPY RESOLUTION TEST CHART  
NATIONAL BUREAU OF STANDARDS-1963-A

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## BIBLIOGRAPHY

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APPENDICES

APPENDIX A

MAIL SURVEY QUESTIONNAIRE WITH RESPONSE  
PERCENTAGES AND COVER LETTER

Mail Survey Questionnaire Used to Obtain Program Manager Responses (With Response Percentages Indicated, N = 92)\*

PART I - Yes/No

Listed below are questions asking for an affirmative or negative answer. Please check the most appropriate response. You may use the space provided on the back for additional comments.

1. Does your station view the U.S. Army as a nonprofit organization entitled to free air time (in the same vein as the American Heart Association, Red Cross, etc.)?
 

Yes	47.3
No	52.7
2. Does your station view certain components of the Army (i.e., Active, Reserves, ROTC, National Guard) as nonprofit organizations entitled to free air time?
 

Yes	71.9
No	28.1
3. Has your station received Army public service messages within the past 6 months?
 

Yes	60.4
No	39.6
4. Has your station aired Army public service messages within the past 6 months?
 

Yes	27.2
No	72.8
5. Does your station carry paid advertising for the Army?
 

Yes	48.9
No	51.1
6. Do you believe that public service programming is complementary to paid advertising?
 

Yes	77.6
No	22.4
7. Has your station been contacted personally (telephone or face to face) by Army personnel requesting public service air time?
 

Yes	31.9
No	68.1

PART II - MULTIPLE

This section asks questions regarding station operations, format, and policy. Check the response most appropriate; please mark only one space per question.

1. You are the program manager of a(n):
 

AM Radio Station	40.2
FM Radio Station	44.6
TV Station	15.2

\*The actual response total was 78, with 14 respondents indicating they managed both AM and FM radio stations. This factor raised the number of analyzed cases to 92.

- |  |                      |      |
|--|----------------------|------|
| 2. (Radio Program Managers Only)<br>Check the format description<br>which best fits your station:  | Country/Western      | 10.3 |
|  | News/Talk/Sport      | 7.7  |
|  | Religious/Gospel     | 2.6  |
|  | Contemporary/Adult   | 42.3 |
|  | Prog./Modern Country | 5.1  |
|  | Beautiful Music      | 10.3 |
|  | Spanish              | 5.1  |
|  | Bilingual            | 0.0  |
|  | Album/Top 40 Rock    | 7.7  |
|  | Soul/Funky           | 2.6  |
|  | Hit Para./Nostalgia  | 6.4  |
|  | NPR/Noncommercial    | 0.0  |
| 3. (Television Station Program<br>Managers Only) Your station<br>is a(n):  | Network Affiliate    | 57.1 |
|  | Independent          | 21.4 |
|  | Public Broadcast     | 14.3 |
|  | Cable                | 7.1  |
| 4. What is the total size of<br>your market area (in<br>population)?   | Less than 25,000     | 2.2  |
|  | Between 25-50,000    | 10.0 |
|  | Between 50-75,000    | 5.6  |
|  | Between 75-100,000   | 6.7  |
|  | More than 100,000    | 75.6 |
| 5. What percentage of your<br>area's total population is<br>reached by your station?   | Less than 10%        | 13.5 |
|  | 10% - 25%            | 20.2 |
|  | 25% - 35%            | 7.9  |
|  | 35% - 50%            | 12.4 |
|  | 50% or more          | 46.1 |
| 6. How many employees does your<br>station have?   | 5-10                 | 9.9  |
|  | 11-20                | 41.8 |
|  | 21-35                | 31.9 |
|  | 36-50                | 4.4  |
|  | 51-75                | 4.4  |
|  | 75+                  | 7.7  |
|  |                      |      |
| 7. How many of your employees<br>have served, or are<br>serving, in the military?  | None                 | 2.2  |
|  | 1-5                  | 51.7 |
|  | 6-11                 | 16.9 |
|  | 12-20                | 1.1  |
|  | 20+                  | 4.5  |
|  | Don't know           | 23.6 |
|  |                      |      |
| 8. This study defines public<br>service programming as a<br>continuing series of<br>messages, usually 5-30<br>minutes in length. These<br>messages include news and<br>music and may or may not<br>have a light recruiting |                      |      |

theme. Announcements, on the other hand, are 15-, 30-, or 60-second spots with a more focused theme. Would your station prefer . . .

Programming	5.6
Announcements	75.6
Both	5.6
Neither	13.3

9. Would your station rather receive public service messages with a local focus; i.e., "hometown boy makes good" or with a more general intent; i.e., "because we need you in the Army"?

Local focus	38.5
General focus	22.0
Both	20.9
Neither	18.7

10. Preliminary research indicates that a lack of communication and coordination among Army components in the planning, production and distribution of public service messages; i.e., one radio station reported receiving multiple public service announcements from the same Army component in a short amount of time with conflicting messages.

Yes, many times	3.4
Yes, a few times	19.1
No, never	30.3
Don't recall	47.2

Have you and your station encountered such situations?

The remaining space is provided for any additional comments or recommendations regarding this study. Thank you for your assistance in this project.

## CALIFORNIA STATE UNIVERSITY • FRESNO

FRESNO, CALIFORNIA 93740

DEPARTMENT OF COMMUNICATION ARTS AND SCIENCES  
(209) 487-1187 or 487-2836

September 15, 1982

Dear Program Manager:

I am writing to request a few minutes of your time in support of a research project having potential value to the U. S. Army, the taxpaying public, and every radio and television station in the country.

As a thesis candidate in the Master of Arts program in Mass Communication at California State University, Fresno, I am engaged in a study of Army Public Service Programming. A major purpose of my study is to analyze Army components' public service operations and to determine the viability of public service programming as a complement to paid advertising.

This phase is a survey of broadcast station policy, viewpoint, and procedures regarding public service messages from Army components. I need to know your opinion of Army public service requests, whether you differentiate among separate Army components, and your preferences regarding future Army public service requests.

The four main components of the Army are being investigated: Active/Regular Army, Army Reserve, Reserve Officer Training Corps (ROTC), and Army National Guard. To facilitate your response, I have constructed the questionnaire as much like a checklist as possible. A pre-test of the survey instrument showed you should take about five minutes to answer. A prepaid envelope is enclosed for return.

Because the possibility of a negative impact on station revenue always exists when one deals with individual or station data of this type, I pledge to you to abide by the ethical practices normally followed in survey research to protect the confidentiality of your response. Only summaries, no individual data, will be reported; computer analysis files will include no identifying information.

I cannot overemphasize the importance of your providing a complete and early response. You were identified in a random selection process scientifically designed to produce a sample representative of all radio and television stations in the state. Each sample member who fails to respond damages the

integrity of the findings, if only to a small degree. The earlier I receive your completed questionnaire, the faster I can proceed to the analysis stage of my study, write my report, and share the results with you and other interested parties. I am asking that you complete the enclosed questionnaire and return it to me by Friday, October 1, 1982.

As a token of my appreciation for your support on this project, I will send you an abstract of my final report so you will have the benefit of any new information my study might produce. The full report will be made available through the Defense Technical Information Center, Cameron Station, Alexandria, Virginia, either in microform or xerographic reduction, about the middle of 1983.

Thank you for your assistance on this project.

Sincerely,



Bob D. MacKenzie  
Masters Candidate  
(209) 291-9841

Encl. Questionnaire  
Prepaid Envelope

2981 Fine Avenue  
Clovis, CA 93612



APPENDIX B  
ARMY COMPONENT INTERVIEW QUESTIONS

## INTERVIEW QUESTIONS

## ARMY PUBLIC SERVICE ADVERTISING

1. Please give a brief summary of the public service activities within your area of responsibility.
2. What authorizing and control measures are in effect; and to what extent are they being adhered to?
3. What specific units, agencies, or offices are responsible for the planning, production, and distribution of public service messages?
4. Describe the types of messages with which you are concerned, e.g., continuing series or announcements, local or general focus, etc.
5. How many messages has your organization produced and distributed within the past six months?
6. How does your organization distribute the messages?
7. What communication or coordination exists among Army components in your area?
8. Have any problems been encountered by your organization regarding duplication by other Army components?
9. What types of problems or conflicts have been encountered from civilian broadcasters?
10. What kind of contact do you maintain with local or regional broadcasters?
11. Which stations tend to be more willing to air your messages, by type, format, and affiliation?
12. In your opinion, is public service advertising a viable complement to a paid campaign?
13. Please feel free to write/state additional comments or recommendations regarding this project.

APPENDIX C  
VERBATIM RESPONDENT COMMENTS

The following paragraphs are survey verbatim replies received from individual program managers. For the purpose of anonymity, any reference to person or place has been deleted.

## 1.

It is the feeling of management at [omitted] Radio that public service and commercial announcements do not mix. Our public service philosophy is that, if an organization is nonprofit, in the public interest, noncommercial, then it does indeed qualify for public service announcement time on the air--providing the organization does not advertise (paid) on [omitted] or any other radio or TV station. Example: The local Jaycees sponsored a benefit rodeo, the proceeds going to local youth groups. A dandy example of a group promoting and presenting a project for the good of the community. We were happy to provide public service time. However, the Jaycees decided that they had enough in the coffers to purchase time on the air (commercials are guaranteed to air; PSAs not so).

Purchasing time automatically disqualified the group from getting public service time on our radio station. Our feeling is that there are too many organizations--worthy, bona fide groups--that cannot afford to purchase air time. So if a group can afford time, and does indeed purchase it, that valuable public service time should go to the equally worthy but less wealthy organization. The U.S. Army has a history of purchasing air time (and, by the way, has just recently for the first time made a "buy" on our station). They, in our eyes, do not qualify for PSA time. Likewise, the U.S. Post Office (they have purchased air time in this and adjacent markets). The National Guard, on the other hand, has no history of having purchased time locally or regionally. They do get PSA time on our station. We devote the bulk of our public service time to local organizations.

## 2.

We will air no more public service messages free since the Army has purchased recruiting spots from another station here without buying some from us.

3.

We currently broadcast a 30-minute program, [omitted] Report, every Sunday morning . . . the base is located right in the middle of our coverage area & employs plenty of civilians, too. We find there's quite an interest in the base. It's very local.

4.

Since your survey only allows for minimal responses restricted to positive or negative answers or one of predetermined choices, I want to qualify my answers by saying our sister station, an FM, receives payment for any announcements they run and as long as this continues I don't feel we should provide the same time for free.

5.

Good luck with your survey.

6.

At this station all of the paid commercial time we've run for the Army has come with the ABC radio network. In other words, as part of our commitment to ABC we have to run a certain number of commercials, some of which have been for the Army and Army Reserve. To the best of my knowledge, we've never run any retail time, that which is sold by our local representatives. I hope we've been of some help to you.

7.

Opinions are those of the program director and may or may not be those of general management/owners. Public service announcements are live messages of 20 seconds or less, pertaining to events or functions of immediate interest to our listeners, such as classes, festivals, meetings, etc. A nonprofit group may be turned down for public service time if they are paying for advertising on other stations and/or media. For instance, if the Army is buying time on one station, why should another provide time for free?

8.

We are a jazz station, 24 hours a day. When recorded PSAs are sent to us that don't fit our format, we won't use them. The PSA generally received from the military have music backgrounds that don't fit our format. The generic spots with an announcer reading the spot, with no musical background, or sounds of aircraft in the

background, are the ones we are more apt to use. Although I've received several spots from the military, I could not tell you the breakdown (ROTC, National Guard . . .) as they tend to sound alike. It's hard to differentiate between them and generally speaking, they lack creativity. They are all on the dry side.

9.

U.S. Armed Forces enjoy a privileged status regarding PSA/Paid time due to very specific corporate policy for all groups with stations.

10.

Ordinarily, we would not run free spots for a client who bought time, or who bought space in print media. But Armed Forces recruitment has always been considered to be in the public interest, thus is a public service announcement. I was never in agreement that the Army should buy time to get their spots on--or even that they should be allowed to buy time with public money. Imaginative, innovative, and aggressive use of public service time would result in increased enlistments.

11.

The reason we do not air Army PSAs other than National Guard is that they spend dollars on other stations--TV and paper. We would consider running PSAs if the budget was spread. We run National Guard, they do a lot of work locally. We want the locals to receive proper acknowledgment.

12.

Generally speaking, needs and availabilities are constantly changing. This station devotes its public service time to local, rather than national or even regional efforts.

13.

Area Army public relations people make personal contact with us, plus we receive national material. We use some regular and reserve info but more National Guard.

14.

We have a policy of not giving free time to organizations that buy time on other stations.

15.

As we serve the [omitted] area we would welcome well-produced announcements or short features.

16.

There is no such thing as public service programming. There are public service announcements and public affairs programs. For explanation of difference, refer to FCC regulations and definitions.

17.

Our policy regarding public service is this: We gear all of our announcements to strictly local happenings or of interest to the central valley of California. We would not air Army spots since, in some media, they are paid for. In other words, we would not air these when other stations (or some other forms of media) are being paid to do the same thing. If our stations were made as buys from the Army, we would match with public service time an equal number of announcements as those that were paid. We do this on a regular basis with advertisers such as colleges, the YMCA, etc.

18.

Our station prefers an "Armed Forces" PSA promoting enlistment in the choices of Army, Navy, or Marines. If free PSAs are given to the Army, then the Navy/Marines want a similar schedule, free.

19.

Prior to our format change to Big Band music, we were a Top 40 station. Even if we received PSAs today from the Army, it is unlikely we would air them since they are not applicable to our audience. When we were Top 40, the attitude was unless there was a specific event involving the military such as the Marine Toys-for-Tots campaign, we would expect the military to buy air time for recruitment. They buy space in the newspaper; why not on radio or television. We do, however, offer nonprofit organizations, Army included, one free commercial for every commercial purchased.

20.

Any PSAs must have some local tie-in in order to be considered. There is a major Army facility in our coverage area but they have never approached us for assistance on public service time of any kind.

21.

The local Army recruiter consistently buys advertising in the local newspaper (mostly classified ads), therefore, since the newspaper earns money by selling printed space and we make money by selling air time, the Army does not qualify for public service time. However, we have given public service time (spot announcements) to the California National Guard.

22.

It is difficult to justify free TV time for the Armed Services when they spend thousands on other media. They should be fair and equitable if they want our consideration.

23.

The audience would not be able to distinguish between a "paid" ad and a PSA. At our station any one PSA would be read once every 30-40 hours (all PSAs are rotated in a file). Any sort of effective campaign requires constant, planned, repetition--PSAs do not give this. Only paid ads can achieve this. Therefore, if "complementary" means 1 or 2 free ads per week as PSAs, I would say NO to question #6, since the impact of those 2 ads on the whole campaign would be small . . . We do not generally air pre-recorded PSAs. We prefer copy. We have only gotten tapes in the last 6 months.

24.

To the best of our knowledge, only Army National Guard (National) and California Air National Guard (Regional) public service announcements have ever been received or aired.

25.

It is our station policy that we do not accept any PSAs for any branch of the Armed Forces. However, on a local note--if, for example, ROTC was sponsoring an event or fundraiser, I would probably air a PSA. Or, again on a local level, a possible human interest story would be appropriate for a public affairs program.

26.

The Army has the tendency to purchase time on network stations and then expect independent stations to give time. If they are going to buy time, let's spread it around a bit.



27.

We are a PBS station and use the little time between programs to promote our programs.

28.

We find the current announcements Re: "Careers" a very good series.

29.

As long as the Army buys spots on a competitive station, it cannot expect stations on which the Army does not buy to give it free time!!!

30.

The Army National Guard has contacted us many times in the past, requesting time for a locally produced 5-minute public affairs program. We would air a program such as this but they deliver it to us on a cassette tape which is not compatible with our studio equipment . . . nor up to broadcast quality. In general, the air time is available for Armed Forces public service programming but they don't have much high quality programming for us to air.

31.

I am extremely interested in the results of your survey for multiple reasons: (1) I am a fairly recently retired (1977) Army broadcaster (MOS 71R50); (2) During service in the Continental U.S., I had three assignments in publicity/public relations (formerly called PIO, but not identified as A&SP) with Army recruiting; (3) I myself am currently working on a terminal project (rather than thesis) for my MA from [omitted] in Communication Studies.

I believe your survey will provide both interesting and enlightening results, and look forward to receiving an extract. You might also consider a brief survey of A&SP personnel to get their side of the picture. What difficulties do they encounter in contact with broadcast stations? Are commanders more print-than-broadcast oriented, or do they prefer a mix? (I believe you will find that most still lean toward the print medium.) Good luck with your effort. May it be speedily completed--and quickly accepted.

APPENDIX D

SELECTED ARMY COMPONENT INTERVIEW RESPONSES

Selected Army component interview responses are presented to provide a balanced view of Army public service advertising. This appendix provides insight into the Army component views, procedures, and policies concerning public service messages. The responses are presented as answers to questions actually posed during the interviews. To provide the same protection afforded the civilian program managers, the responses are reported anonymously.

Question 1. What authorizing and control measures are in effect and to what extent are they being adhered to?

Response 1.

I think our units are taking it upon themselves to do what they want in regard to PSAs . . . it is a real problem . . . we have control measures that are being totally disregarded by our subordinate units . . . they should be routing their material through us . . . that is not being done.

Response 2.

If there are any control measures in existence, our higher headquarters will deal with them . . . our job is to produce the PSAs, not worry about "mouse turds."

Response 3.

Authorizing and control measures are accomplished per Army Regulations and Standard Operating Procedures . . . we have no problems in that regard. All of our units try to coordinate with each other prior to planning, producing or distributing a PSA.

Response 4.

I wish the Reserves would let us know when they distribute a PSA. We end up having to find out in a round-about fashion, and that causes problems. They should be working through us . . . but really . . . we're just a mini-bureaucracy . . . looked on as an impediment to our subunit's operations.

Question 2. How does your organization distribute your Public Service messages?

Response 1.

We enlist the aid of the Southern Broadcasters Association.

Response 2.

For one of our programs we use the Defense Audiovisual Agency at Norton AFB. The rest of our programs are distributed by our unit using funds from higher headquarters or the donated services of civic-minded organizations.

Response 3.

We get our material out any way we can . . . usually higher headquarters scrounges up some funds and we just use Uncle Sam's envelopes and off they go!

Response 4.

At times our local recruiters personally take PSAs to the local media . . . other times we receive requests from specific stations and send them tapes or script.

Response 5.

We attempt to prompt stations carrying our paid material to play a few messages free . . . these are distributed from national and supplemented by our efforts.

Question 3. What communication or coordination exists among Army components in your area?

Response 1.

We don't work, fortunately or unfortunately, with the agency handling the National Guard account. They are off in their own little world with the full-time recruiting force.

Response 2.

We don't have any problems with communication between Army units in our area because we are totally concerned with recruiting.

## Response 3.

I spent over 12 hours compiling a mailing list that I later found was available down the hall in the same building! Unfortunately, we don't communicate with the other Active components in the area.

## Response 4.

We have regularly scheduled mini-sessions with Reserve and Active commands in our areas . . . we attempt to iron out our problems . . . it works.

## Response 5.

Public Affairs Officers at major commands spend most of their time keeping the local Commanding General happy and pursuing command-oriented public affairs objectives.

Question 4. Have any problems been encountered by your organization regarding duplication by other Army components?

## Response 1.

Since we are the only unit producing and distributing public service material in our area, we have encountered no problems with other components.

## Response 2.

Most of the problems which have surfaced have been with our own component, rarely with other branches.

## Response 3.

Most of the problems have been with our higher headquarters which does not realize what we do or how we do it . . . many times they have caused us more harm than good. We maintain very close liaison with other Army components in our area.

Question 5. What types of problems or conflicts have been encountered from civilian broadcasters?

## Response 1.

A significant factor is this . . . five years ago the civilian broadcast industry, specifically AM and FM

radio, were totally nonreceptive to our requests for public service air time. Now, though, they are really using our locally produced spots. I am amazed where spots were being aired, where in the past, they wouldn't give us the time of day! It's a change in attitude and the economy.

Response 2.

The most pressing problem, as we see it, is that radio stations won't run free material if they see TV stations being paid for the same messages, and vice versa. It really gauls them to be solicited for free time when we pay the print media . . . it makes the broadcasters feel like second-class citizens.

Response 3.

Broadcasters will generally work with you if your material is up to their production standards and includes a local tie-in.

Response 4.

Most of the broadcasters in our area are helpful to the extent reasonable. You have to remember they're in the business to make money . . . making Army friends is not their primary mission.

Response 5.

The key to effective interface with broadcasters is to have an in-depth knowledge of their formats, production preferences, and whether they've worked with the military in the past.

Question 6. Which stations tend to be more willing to air your messages?

Response 1.

The rural, usually small radio stations have more time available for public service programs and are receptive to our requests. Likewise, smaller, independent television stations run more of our material because they are not bound by network policies.

Response 2.

Radio stations with a "Contemporary" or "Adult" format tend to run more of our material than stations with

other formats. The "News/Talk" type of format also is more willing because their audience is an older group and doesn't mind hearing about the Army. That's not to say this format is best recruiting-wise; for that, we'd like the "Top 40 Rock" and "Soul" stations . . . the ones prospective recruits really listen to.

Response 3.

Generally, big city network television stations aren't able to air most of our material . . . however . . . there has been exceptions . . . it's not an exact science!

Response 4.

If you've got the proper PSA product for a particular station, nine times out of ten that station will work with you to air the PSA. We have found broadcasters a fairly flexible group . . . able to be dealt with fairly . . . in the same fashion we like to be dealt with.

Question 7. In your opinion, is public service advertising a viable communication method of achieving Army publicity objectives?

Response 1.

Yes, as long as all produced material is part of a paid-public service advertising campaign. Public service advertising without contract type commercials is next to useless . . . no focus . . . targeting would be lost . . . effective advertising would be a thing of the past.

Response 2.

Public service advertising would benefit the taxpayers the most . . . military recruiting the least.

Response 3.

The National Guard has proven that public service advertising can work . . . our unit has proven it can work for the Reserves . . . who's to say it can't work for the rest of the Army. The cost savings would be enormous. Savings could be reapportioned into pay incentives and increased educational benefits; recruiting factors less related to the nation's economy. It's worth a try.

## Response 4.

If the FCC were to require that broadcasters sufficiently support the military, then public service advertising just might work. Otherwise, forget it.



APPENDIX E  
GRAPH REPRODUCTION PERMISSION

## EDITOR'S NOTE

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ARMY TIMES ■ 475 School Street, S.W., Washington, D.C. 20024

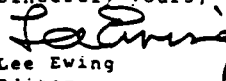
554 - 7158

September 29, 1982

Dear Captain MacKenzie:

This is to confirm that we have no objection to your reprinting in your thesis a chart showing the relationship of enlistments to the unemployment rate that appeared in the Oct 4, 1982 issue of Army Times. The graph appeared originally in an Army study, so there is no problem with copyright.

Sincerely yours,

  
Lee Ewing  
Editor

**MED**  
**83**